

A County School Organization FOR MISSOURI



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A COUNTY SCHOOL ORGANIZATION
FOR MISSOURI

By

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ERRATA

Page 17; Paragraph 2; Line 6.—(3) training of teachers.

Page 33; Table IX.—Line should be below “and part” instead of above. Likewise in the case of “pupils”.

Page 54; Paragraph 1.—Following “5—South Dakota” should be: 6.—Oklahoma, United States Bureau of Education Bulletin 1922.

Page 78; Table XXIV.—Should be “Numbers of Original Districts” instead of “Members of Original Districts”.

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A COUNTY SCHOOL ORGANIZATION FOR MISSOURI

CHAPTER I

INTRODUCTION

Purpose of the Investigation.—The major purpose of the investigation that will be reported in the succeeding pages was to develop a plan for an adequate county school organization for the rural schools of Missouri.

In attacking the problem attention was given (1) to the situation in Missouri with respect to the past and present; (2) to the development of an adequate county unit organization for Missouri in the light of the present theory and practice in other parts of the United States, and (3) to the establishing of criteria for the determination of school areas within the county. No attempt was made to develop either the curricular or instructional phases of the school or the financial phases except the probable cost of maintaining a high school. These three problems are very important but it seems that their solution in any satisfactory manner must await the development of an adequate county school organization.

Need for the Investigation.—We are living in a democracy that is pledged to guarantee equal rights to all and special privileges to none. Therefore, it is highly important and vital that we look into the educational conditions of the State from this standpoint. A very superficial investigation of conditions in Missouri will reveal the fact that our educational attainments do not reach this high level. Everywhere we find inequalities. These exist not only between city and rural schools but also among the latter themselves. Certain of these inequalities which bear upon our problem are, (1) the length of the school term, (2) the number of years of instruction available, (3) the supervision by trained persons, and (4) the accessibility of the school to the pupils.

In the light of ideal democracy it is obvious that no child should be penalized educationally because of the location of his home. How

ever, as will be shown later, that is what is being done in Missouri. Thousands of children in the State are being penalized because they were born and live in the country. That this fact is being realized by a considerable percentage of the rural families is indicated by the annual moving of parents to some near-by town or city which has a good school in order to "educate the children". This condition has brought about a serious economic and social condition in the rural districts.

It is usually people of high ideals who move to town in order to give their children better educational opportunities. The alternative is to send the children to town to board and to attend school. This is not desirable because the average child of fourteen or fifteen years of age should be under the care of his parents. Ideally, every child should have an opportunity to secure adequate training for intelligent citizenship. At the present this opportunity does not exist, as will be shown in another part of this investigation.

A number of plans to equalize educational opportunities have been proposed from time to time. Some of them have been accepted in part or as a whole and have served a purpose; others have been entirely rejected. However, the plan proposed in this thesis differs from the previous plans in that definite data are now available from sources which were not in the hands of the authors of other proposals. Without a doubt a plan of organization for a particular situation should take into account the vital facts concerning it. This study attempts to take into account those facts which have been revealed by certain recent studies which were not available to previous workers.

For the reasons cited in the preceding paragraphs it is evident that an investigation which is intended to point out a way for improvement is timely and may be worth while.

Sources of Data.—Several sources of data used for this investigation, were as follows:

- (1) "Facts Concerning Public Education in Missouri". A report of the Missouri School Survey in 1925. For the sources of information upon which the report was based the reader is referred to the study itself, page 14;

- (2) The Seventy-Fifth and the Seventy-Sixth Reports of the Public Schools of the State of Missouri;

(3) "Rural Population Groups". An intensive study of Boone County, Missouri, by Dr. E. L. Morgan and Mr. Owen Howells;

(4) The writer's personal investigation of the school situation in Boone County; and

(5) Miscellaneous sources which are duly acknowledged whenever material was taken from them.

Methods of Procedure.—In order to establish a sound basis for a proposed plan of operation, a brief sketch of the history of education in Missouri with special reference to the major purpose of this discussion, a study of the county organization in operation elsewhere, and of the theoretical plans that have been proposed by educational specialists, and a critical study of the present conditions in Missouri were made. Based upon the facts thus obtained a plan of organization was proposed. Thus it may be seen that the purpose was to make a plan that would be not only in harmony with the educational theory of the time but also in keeping with the situation in Missouri.

Summary.—By way of summary, the major purposes of this investigation may be stated as follows:

(1) To formulate a practical and adequate plan of county school organization that is based upon facts, and that will allow for the future growth of the educational interests of the State.

(2) To establish, for the guidance of the local communities in the solution of their educational problems, certain definite criteria for the location of school areas within the county.

CHAPTER II

THE DEVELOPMENT OF MISSOURI SCHOOLS

Introduction.—In order to understand the present educational situation in Missouri it is important to trace the development of her public schools. This discussion is concerned chiefly with the public elementary and secondary schools. The development of the higher institutions of learning, the university, the teachers colleges, other colleges or universities, or private schools is considered only in so far as they have affected the public elementary or secondary schools of the state.

In the study of this problem the four points of investigation in each important legislative act were:

- a. the unit of school administration
- b. the governing body or board
- c. the chief administrative officers, and
- d. the unit of taxation.

The Periods of Development.—A study of the history of education in Missouri reveals six distinct periods. They are: (1) Earliest times to 1825; (2) 1825 to 1839; (3) 1839 to 1853; (4) 1853 to 1865; (5) 1865 to 1874; and (6) 1874 to the present time.¹

A The First Period.—The first period included the time from the early Spanish-French settlement to the first legislative act in 1834. As this was a period of beginnings in which there was no real system of schools, the four main points to be considered in each period can not be discussed separately. The schools of this period may be characterized by the terms private, subscription, governess, and church. As far as the writer could determine, the first school established on Missouri soil was in Saint Louis in 1774 by Jean Baptiste Trudeau. This was a French tuition school for boys and was conducted by the same teacher until 1827. The first school for girls was also a French tuition school established in Saint Louis about 1790, by a Mme. Rig-auche. In these schools the main instruction was in the elementary branches. The first school to receive a legislative charter was one established in Ste. Genevieve in 1803.

1. Elliff, J. D., University of Missouri, Unpublished article, page 1.

Many of the schools which grew up in the southeastern part of the State were, in a sense, free. They were supported in part by church or other organizations and in part by private donations. The children of the parents who were unable to pay tuition were permitted to attend the school free of charge. However, no one was very enthusiastic about establishing free schools for all children. Those who had property felt that it was a matter of money spent for which there would be no personal returns, and the poor regarded it as a matter of enforced charity.

The first real attempt to establish a public school in Missouri was an act of the territorial legislature which incorporated Saint Louis into a special school district. The act was passed June 30, 1817 and provided for a board of seven directors whose duty it was to control the school. The plan developed slowly because the parents who were financially able sent their children to private or church schools. The public schools were supported by grants and donations² which proved to be inadequate, and were attended almost wholly by the children of the poor people.

At this time plans were being made for the admission of Missouri into the Union. In 1820 Congress framed an act which authorized the formation of a constitution for Missouri. In this act it was declared that "Schools shall be forever encouraged in the new state". In order to aid in this movement provision was made for the care of property acquired by land grants.³ This act provided that "Section numbered Sixteen in each township, and when such section has been sold or disposed of, other lands equivalent thereto, and as contiguous as may be, shall be granted to the State for the use of the inhabitants of such township for the use of schools".⁴

In summing up this period it may be said that the chief interest of those in authority in public education was the financial support. This interest was exhibited more by the United States Government than by the State itself. This may be accounted for in the main by the following facts: (1) the sparse population, and (2) the influence of the settlers from the southeast, who believed that free education was a form of charity and belittling to those who were its recipients.

2. Mo. Laws, 1818, page 399.

3. Constitution 1820, Article 6, Section 1.

4. Missouri Territorial Laws, Volume I, page 630.

B.—The Second Period.—The second period extended from 1825 to 1839. During this time the first real attempts to found a common school system in Missouri were made.

ACT OF 1825.—The first important act of legislation was passed in 1825 and is known as "an act to provide for the management and protection of the school lands and for the establishing and governing of the common schools".⁵

a. **The Unit of School Administration.**—Each township or fractional part, unless too small, could be organized into a school district. This unit became a corporation and was subject only to partial control by the general assembly.

b. **The Governing Body.**—This body was to be composed of five members all of whom were to be elected annually. They had control of both the financial and the educational administration of the district.

c. **The Chief Administrators.**—While this act made no provision for supervision by state or county officials it did provide for a board of visitors with supervisory duties. This board was composed of not to exceed nine members and its chief duties were: (1) to certificate teachers, (2) to supervise the general instruction in the schools, and (3) to visit the schools once every three months.

d. **The Unit of Taxation.**—The board of trustees of a district, or precinct, upon a petition signed by two-thirds of the householders of the said precinct, could levy and collect enough tax from those who sent pupils to school to meet any financial deficit. The amount each person was to pay was prorated according to the number of children he had in school.

ACT OF 1835.—The second important act of legislation during this period was that of 1835. It grew out of the report of Governor Dunklin and his committee appointed in accordance with the act passed in 1833. The act of 1835 was a revision of the one of 1825 "with the addition of a few new principles".⁶

a. **The Unit of School Administration.**—The unit of administration was the township or fraction thereof so long as there were no more than four districts to the township. Two or three townships

5. Revised Statutes 1825, Volume II, page 711.

6. Missouri Intelligencer, March 21, 1835.

could unite their funds for a common school if the residents so desired.

b. The governing body.—By this act the number of trustees was reduced from nine to three. "A trustee must have the qualifications of a member of the house of representatives of the state, and must have contributed one dollar as a 'benefactor of public schools'."⁷ The main duties of this board were to employ teachers, to appoint visitors, and to make such other arrangements as were necessary for the conduct of the school.⁸

c. The Chief Administrators.—There was no change in the previous plan except in the organization of a State Board of Education composed of the Governor, Secretary of State, Auditor, Treasurer, and Attorney-General. This type of State Board has continued until the present time and Missouri is one of the few states with an ex-officio board.

d. The Unit of Taxation.—The Act of 1835 made one very important change in taxation. The county became the unit. The levy was made by the county court if it was voted by a two-thirds majority of the voters of the county, and it was limited to three and one-third cents on the hundred dollars assessed valuation.

It was during this time that much of the school land was sold at the ridiculously low figure of one dollar and twenty-five cents per acre as a minimum. The money thus obtained was transferred to the district treasurer and became the basis of a permanent school fund.⁹

At the close of this period the following things indicated the stage of the development of the schools: (1) the beginning of a State Department of Education; (2) a requirement of a six month's school term each year; and (3) a curriculum which included reading, arithmetic, geography, English grammar, and such other branches (theology excepted) as the funds might justify.¹⁰

C.—The Third Period.—The third period of development extended over fourteen years (1839-1853). It contained one very important item of legislation known as the Act of 1839, or the Geyer Act.

7. Fair, E., *Public Administration in Missouri*, page 92.

8. Phillips, *History of Education in Missouri*, page 9.

9. *Missouri Laws, 1824-1836, Volume II*, page 261.

10. Phillips, *History of Education in Missouri*, page 9.

ACT OF 1839.—The purpose of this act was "to provide for the organization, support and government of common schools."¹¹ In this act was the actual beginning of a public school system and the establishment of permanent state school funds.

a.—The Unit of School Administration.—Under this act the congressional township became a school unit which might be divided into separate districts or organizations for school purposes.

b.—The Governing Body.—There was a township board composed of a commissioner of public schools, a clerk, and two to four inspectors. The duties of the board were: (1) to administer the money apportioned to the township, and (2) to have supervision over the districts of the township.

For each district there was a board of three trustees, a clerk, and a collector. It was the duty of this board to look after the educational administration of the district, under the direction and authority of the township board.

The township board also appointed annually a board of visitors whose duties were: (1) to have general supervision of the schools in the township, (2) to visit each school at least once a year, and (3) to certificate teachers.

c. The Chief Administrators.—The decisive step in this period with respect to administration was the creation of a State Department of Public Schools with a State Superintendent of Schools in charge. This official was to be chosen for a term of two years by a joint ballot of both houses of the General Assembly.

d. The Unit of Taxation. —It was during this period that provision was made for the county school fund in addition to the other school funds. This fund came from: (1) fines and forfeitures, (2) donations, and (3) taxes. The law of 1839 made provision for the local district as a unit of taxation for school buildings. The maximum limit of taxation was fifty per cent of the amount of taxes required by law for State purposes. The teachers' wages were to be paid from the proceeds of the township funds, unless there was a deficit, in which case the citizens who were liable to taxation would be called upon to make it up.¹²

11. Missouri Laws, 1839, page 112 ff.

12. Missouri Laws, 1839, Section 32, page 137.

D. The Fourth Period.—Included in the fourth period were twelve years (1853-1865). It was during this time that state and county supervision began to take form.

ACT OF 1853.—The most important piece of legislation of this period was the Act of 1853 which was a complete revision of the school laws of the State.

a. **The Unit of Administration.**—The Act of 1853 made the district the real unit of administration.

b. **The Governing Body.**—The township board was abolished and its duties were assigned to the district board. This body was composed of three trustees who were elected by the qualified voters of the district at the annual school meeting.

c. **The Chief Administrators.**—The office of County Commissioner of Common Schools was created by the Act of 1853. He was to be chosen by the county court for a period of two years. His duties were: (1) to examine the teachers and grant certificates, (2) to apportion the school moneys of the county according to the law, (3) to call meetings of the voters when necessary, and (4) to visit the schools.

Since 1841 the Secretary of State had been ex-officio State Superintendent of Schools.¹³ However, under the provisions of the Act of 1853 a State Superintendent of Schools was provided for and he was given an office of his own. He was to be elected by the voters of the State for a period of two years. In addition to looking after the general interests of the schools of the State he was, "to visit each county in the State at least once during his term of office and deliver lectures on educational subjects". He was also required "to aid the county commissioners to secure more uniformity in text books and the courses of study".¹⁴

d. **The Unit of Taxation.**—The law of 1853 made two significant changes in the sources of revenue as outlined in the law of 1839. They were: (1) twenty-five per cent of the state's revenue was to be put into the school fund and divided among the organized districts of the state, and (2) more latitude was given to the local district with respect to the amount the voters could levy upon themselves.

13. Missouri Laws, 1840-41, page 142.

14. Missouri Laws, 1852-1853, page 150.

This action placed more emphasis upon the local unit as a basis of taxation.

E. The Fifth Period.—This period began in 1865 and lasted until 1874. It was one of reorganization and re-establishment. During the Civil War practically all of the schools of the State had been closed. Thus, from an educational standpoint, the first large task of the period was to re-build what had been started before the war.

CONSTITUTION OF 1865.—In 1865 a new constitution was adopted and the cause of education was given considerable attention. The chief provisions of the new plan were:

- (1) It was the duty of the General Assembly to establish and maintain public schools for children between the ages of five and twenty-one.
- (2) Power was given to establish negro schools.
- (3) Power was given to establish a compulsory attendance law.
- (4) A state board of education was created with supervisory powers. The state superintendent was to be president of the board.
- (5) The State Superintendent of Instruction was to have the same qualifications as a state senator, to be elected by a popular vote, and to hold office for a term of four years.
- (6) The General Assembly was to establish and to maintain a university as soon as funds would permit.

In this new constitution it may be seen that education was given a much more prominent place in the fundamental law than ever before in Missouri.

ACT OF 1866 Besides the new constitution, the chief legislation of the period was the Act of 1866. This emphasized two things which had not been given much consideration in preceding legislation. One of these was the opportunity to establish high schools.

"It shall be the further duty of the said board to establish in said district a suitable number of other schools of higher grade, wherein instruction shall be given in such studies as may not be provided for in the primary schools, the number of schools and the different grades thereof to be determined by said board; and it shall be the duty of said board to decide what branches shall be taught in said school."¹⁵

The other point of emphasis was skilled supervision. An evidence of this is the fact that the office of the County Superintendent of Schools was created by this law.¹⁶ This office was continued until

15. Missouri Laws, 1865-66, page 192.

16. Ibid, 1865-66, page 183.

1872 when that part of the law was repealed and a law creating a county commissioner of schools was substituted.

a. The Unit of Administration.—According to this law the congressional township became the most important unit of local school administration and the former school districts became sub-districts.

b. The Governing Body.—The township boards were composed of the clerks of the local district boards and was a corporate body which had control of the school property of the districts which were within the township and also of the high schools that might be established.

Each district had its own board of three members who were elected by the qualified voters of the district for a period of three years. Only one of the members was to retire each year which made the board a continuous body. The duties of this board were:

“To manage and control its local interest and affairs, to employ teachers, to certify the amount due them for services to the township clerk . . . , to dismiss any teacher for such reason as they may deem sufficient; Provided, such dismissal shall receive the sanction of the township board, and to visit the school or schools of the sub-district at least twice during each term.”¹⁷

c.—The Chief Administrators.—Each county had an official whose duty was to look after the school matters within its borders. The specific duties of this official were varied by the laws at different times during the period. Also, the State Superintendent was given an assistant and some supervisory powers.¹⁸

According to this law the County Superintendent was to be elected for a term of two years by a popular vote of the residents of his county. His duties were: (1) to work under the direction of the State Superintendent, (2) to hold teachers' institutes twice a year unless the number of teachers did not justify it, and (3) to be the adviser of the school officers and teachers in the county. This system failed to function and the law was repealed in 1872 when a commissioner of schools with fewer supervisory duties was established. The reason for the failure of this plan was that it “was too theoretical to receive the support of the people”.¹⁹

17. Missouri Laws, 1865-66, page 173.

18. Ibid, 1865-66, page 182.

19. Phillips, page 19.

d. The Unit of Taxation.—The plan of taxation for this period remained much the same as it has been during the previous period.

F.—The Sixth Period.—The sixth period of development began with the Act of 1874 and continues to the present time.

ACT OF 1874.—This act was largely the result of the efforts of State Superintendent John Monteith. In his report for 1873 he pointed out the defects of the existing laws and made recommendations for improvement.²⁰ For once the members of the General Assembly were ready to act upon the suggestions of the state superintendent and the results were the school laws of 1874.

a. The Unit of Administration.—The township as a unit of administration was completely abolished and the sub-districts became definite and separate units.

b. The Governing Body.—In each county a commissioner was to be chosen at the school election in April for a term of two years, to serve part or full time as determined by a majority of the votes cast in the election. It was his duty to examine and license teachers, gather school statistics, and make a condensed report to the state superintendent; but he had no direct supervisory powers. Each district had a board of three members elected by the qualified voters to serve for a period of three years. One director was to be elected each year thus making a continuous body. The duties formerly performed by the township officials were now taken over by the district directors.

c. The Chief Administrators.—The function of administration was left in the hands of the directors of the local district. The chief business of the county commissioner was to certificate teachers and to do a limited amount of clerical work. According to the law the presidents of the boards of education in cities, towns, and villages, and the directors of the districts of each county were to meet at the county seat once every five years to select text-books.²¹

d. The Unit of Taxation.—The chief source of school funds were state, county and township as in the preceding period. The main characteristics of this part of the period was an augmenting of the state fund. Definite limitations were placed upon the district as to the amount of taxes they could vote.

20. Eighth Report of Public Schools, pages 10-11.

21. Missouri Laws, 1874, page 157.

SINCE 1875.—The chief sources of information for this part of the period are: (1) minor legislation, and (2) the reports of the state superintendents.

a. *The Unit of Administration.*—The local district continued to be the unit of administration. Various attempts have been made to change this unit to the county, township, or community. All of these attempts have met with defeat at the hands of either the General Assembly or the people through the referendum. The most outstanding law to be put into operation recently was the Consolidation Law of 1913 which has produced some beneficial results.

Since 1910 schools have been classified as common, consolidated, town and city.

"The public schools of this state are hereby classified as follows: first, all districts having only three directors shall be known as common school districts; second, all districts outside of incorporated cities, towns and villages which are governed by six directors shall be known as consolidated school districts; third, all districts governed by six directors and in which is located any city of the fourth class, or any incorporated town or village, shall be known as town schools; and fourth, all districts in which is located any city of the first, second, or third class shall be known as city school districts."²²

For certain purposes, the chief of which is supervision, the districts are now loosely bound together into the county as a unit. The counties are likewise responsible to the state. However, neither of these larger units are as powerful or efficient as may be desired. The local district does about as it please within rather wide limits. This situation persists, and we are led to believe, from the results, that State Superintendent Evans was driving at a vital point when he wrote in his report, "Oh for a Cato to drive into the ears of Missourians, 'The district school system must be abolished!'"²³ The one outstanding result of this situation is the unequal educational opportunity for the youth of the state.

b. *The Governing Body.*—For the local district the control is in the hands of a board of three or six members, according to the kind of district. The duties of this body are: (1) to hire the teacher or teachers, (2) to make such regulations as are necessary for the con-

²² Revised Statutes, 1919, Section 11123.

²³ Sixty-fifth Report of Public Schools, page 13.

duct of the school, and (3) to visit the school for the purposes of supervision.²⁴

There is an ex-officio state board of education, the personnel of which is fixed by the constitution.²⁵ Owing to the composition of this board little real work has been done by it. In fact "our experience has shown that the legislature will not confer any effective regulatory powers upon an ex-officio board of education".²⁶

c. The Chief Administrators.—In the case of the local district the board is the administrative and supervisory body. However, it usually delegates a great many of these duties to the teacher or superintendent. This practice is wise in that the one to whom this duty is delegated is better trained for the task than the average lay board member who may be selected not because of his fitness for the place but because of a political situation.

The most important piece of legislation within a quarter of a century was the Act of 1909 which, among other things, provided for state wide county supervision. Since 1872 it had been optional with the county whether or not it would accept this type of supervision. Only twenty-four counties in the thirty-seven years had adopted the plan. So the educational leaders by persistent agitation brought about the state wide plan under which the county superintendent maintains the same relation to the schools within the county as the state superintendent does to the schools within the state. The county official is elected by popular vote at the school election for a term of four years. The qualifications have been raised and an effort made by statute to secure persons of real professional qualifications. Professional experience or school attendance immediately before election are required by law.²⁷

Among the more important duties of the chief educational official of the county are the following:

- (1) "General supervision of all the schools in the county excepting city, town and village school districts employing a superintendent who devotes at least one-half of his time to the direct work of supervision."²⁸ He must visit each school in

24. Revised Statutes, 1919, Sections 11135, 11138 and 11139.

25. Constitution 1875, Article 11, Section 4.

26. Sixty-seventh Report of Public Schools, page 24.

27. Revised Statutes, 1919, Section 111343.

28. Revised Statutes, 1919, Section 111346.

the county once a year and is supposed to examine all the details of instruction and the routine of the school.

- (2) He must hold at least six educational meetings at different points in the county during each year. One of these must be a two-day session at the county seat "just prior to the opening of the fall term of school".
- (3) He must adopt a course of study and a plan for grading the schools of the county and furnish the proper officials with copies of it.
- (4) He shall call together the presidents and clerks of the school board annually to discuss matters pertaining to the administration of the school.²⁹
- (5) He shall make to the state superintendent of schools a complete statistical report of the county by or before August 31 annually.
- (6) He shall conduct three regular examinations annually for those who desire county certificates to teach; and also, under certain conditions, a special examination. He is to grade the papers unless the applicant has them sent to the state superintendent of schools or is applying for a first grade certificate. In either case the county superintendent must keep a record of the grades. Also it is his duty to pass on the moral character of the applicants.

Within the state the chief officer is the State Superintendent of Public Schools who is ex-officio president of the state board of education. No professional qualifications are required for this office as it is a political one: but a bond for \$10,000 must be given and the office must be kept at the seat of government.

The important duties of this office are:

- (1) To care for and properly apportion school money.
- (2) To cause to be printed in a separate volume for the use of school officers the school laws.
- (3) To supervise, inspect, and classify in person or by deputy the schools in the state. The high schools are classified as first, second, or third class depending upon certain standards of instruction, curriculum, and equipment.³⁰
- (4) To examine teachers and grant or revoke certificates under certain conditions.³¹
- (5) To hold annually a five day convention of the county superintendents. The latter, unless excused, are required to attend this meeting under penalty.³²

29. Ibid, 1919, Section 11356.

30. Revised Statutes, 1919, Section 11337.

31. Revised Statutes, 1919, Section 11334.

32. Ibid, 1919, Section 11351.

- (6) To furnish annually to the county superintendents the list of publishers who have complied with the law.³³
- d. The Unit of Taxation.—The conditions relative to taxation remain the same as they were under the Act of 1874.

Summary.—In the story of the schools of Missouri we find many ups and downs, regressions and progressions. On the whole progress has been made although it has been slow and at times very discouraging to the leaders. The situation now is far from ideal, and, from the fate of the recent County Unit Bill and Community Bill at the hands of the people and the General Assembly, it seems that no great forward movement along the lines of greater consolidation is immediate. Several attempts have been made to raise the qualifications of teachers and supervisory officials with varying degrees of success.

On the whole we find a tendency toward the centralization of power. While the local district is still the unit to a large extent, in certain respects the office of the county superintendent is growing in power and importance. The same tendency is true also with the educational executive of the State. A splendid example of this is the certification of teachers. At one time it was within the power of the board to certificate whom it pleased; now this power is in the hands of the county or state superintendent or certain educational institutions designated by the General Assembly. During the administration of ex-superintendent Sam A. Baker it was estimated that at least seventy-five per cent of the examination papers were graded in his office. This practice seems to meet with the approval of most of the county superintendents. Another example of centralization is the matter of supervision, poor as it may be, by the county and state superintendents. A local school is no longer a law unto itself with respect to the course of study, reports, and the qualifications of the teachers. Certain things must be done for a school to retain its present classification or to advance to a higher one. On the whole the Missouri schools are not ideal; nevertheless, the trend has been upward.

³³. Revised Statutes, 1919, Section 11376.

CHAPTER III.

PRESENT CONDITIONS IN MISSOURI.

Introduction.—After having traced the development of the public schools in Missouri the reader is asked to attend, in this chapter, to the present conditions of the rural schools in the State. The points for consideration are: (1) the status of the educational opportunities in the State as a whole and in a representative county, and (2) the extent to which the existing high schools serve the surrounding territory.

The Status of Educational Opportunity in the State as a Whole.—The accusation has been made that all children do not have equal educational opportunities in Missouri. It is the purpose here to ascertain whether or not there is any foundation for such accusation. For the purposes of this part of the problem an examination of the facts relative to: (1) financial support, (2) length of term, and (3) training of teachers was made. Other items might be considered, but these seem to be so fundamental that inequalities in them would insure unequal opportunities regardless of the equalities of all other items that could be considered.

Financial Support.—It is impossible to run successfully any organization without adequate financial support, and the schools are no exception. This is a consideration of annual recurrence in the districts and of biennial recurrence in the State. The statement is made repeatedly that taxes are confiscatory, and frequently the schools seem to be the first place for retrenchment.

Investigation shows that there are adequate bases for the accusation of unequal opportunity in the matter of support. Not only is this true within the State as a whole but also within the counties themselves. Often the areas with high taxes have poor schools. This condition comes about as a result of unequal evaluation or differences in school population. The following quotation shows the status:

"3.9 per cent of the total enrollment was in counties where there was less than \$1,500 in wealth back of each enumerated child, while 0.4 of one per cent of the total enrollment was in counties where there was over \$10,000 back of each enumerated child."
"The largest per cent of the total enrollment is in counties

where there is between \$5,000 and \$6,000 in wealth back of each enumerated child."¹

Two very vital factors determine the amount of financial support a school unit receives. One of these is the tax rate, or levy, and the other is the evaluation of the district. A poor district either has a poor school or has to pay a higher levy than a rich one. On the other hand the rich district can have a good school with less financial strain than is possible with the poor district.

Table I shows the status concerning levies in Missouri for the year ending June 30, 1925; and Table II shows the status concerning the

Table I.—Levies by districts in Missouri rural schools in 1924-1925 (a)

Levy in Cents	Number of Districts	Per Cent.
None	22	0.27
1—19	346	4.16
20—39	2251	27.07
40	1664	20.01
41—65	1586	19.07
Over 65	2447	29.42
Totals	8316	100.00

(a) Seventy-Sixth Report of the Public Schools, p. 136.

Table reads: Of the 8316 rural districts included in this table 22, or 0.27 per cent, had no levy for the year 1924-1925; etc.

Table II.—Evaluation by districts in Missouri rural schools in 1924-1925 (a)

Evaluation	Number of Districts	Per Cent.
Less than 10,000	22	0.27
10,000 to 19,999	52	0.63
20,000 to 29,999	182	2.19
30,000 to 39,999	357	4.29
40,000 to 49,999	502	6.04
50,000 to 59,999	504	6.06
60,000 to 79,999	890	10.61
80,000 or more	5807	69.83
Totals	8316	100.00

(a) Seventy-Sixth Report of the Public Schools, p. 152.

Table reads. Of the 8316 rural districts included in this table 22, or 0.27 per cent, had an evaluation of less than 10,000 dollars; etc.

1. Facts Concerning Public Education in Missouri, page 32.

evaluation of the districts for the same period. It should be noted that these tables do not include the districts maintaining high schools. The apparent discrepancies between the figures in the tables and those in the Seventy-Sixth Report of Public Schools are due to the deductions of the districts maintaining high schools. From these tables it is clearly evident that the financial support of the schools of the State is unequal.

Perhaps a question may be raised as to the possibility of equalizing the educational opportunities by state aid. A quotation will show the situation in the State with respect to this point.

"The counties that have \$8,000 to \$9,000 in wealth per enumerated child get the most money per pupil enrolled. The state money for these counties averages \$7.66 per pupil enrolled. The counties that get the least state money per pupil enrolled have from \$2,000 to \$3,000 in wealth back of each enumerated child. These counties get on the average \$5.07 in state money per pupil enrolled, or two-thirds as much as the counties that get the most. The counties that have \$1,000 to \$2,000 in wealth per enumerated child receive the next lowest state aid (\$5.63) per pupil enrolled." ²

Length of Term.—Table III, which was made from the same Report that Table I and Table II were, shows the status of the Missouri rural schools with respect to the length of term. Much the same condition of inequality is shown by this table as by the other two. Schools with less than eight month terms can not hope to furnish the same educational advantages as those with longer terms. However,

Table III.—Length of School Term in Missouri rural districts in 1924-1925 (a)

Months	Number of Districts	Per Cent.
Under 4	35	0.42
4 to 6	269	3.24
6 to 8	1202	14.45
8	6509	78.27
Over 8	301	3.62
Totals	8316	100.00

(a) Seventy-Sixth Report of Public Schools, 1925, p. 151.

Table reads: Of the 8316 rural districts included in the table 35, or 0.42 per cent, had less than four months of school during the year 1924-1925; etc.

18.11 per cent of the districts in the State had less than eight months of school.

Training of Teachers.—The efficiency of a school depends largely upon the qualifications of the teacher. As a rule it is safe to assume that a teacher having a certain amount of training is better qualified than one who has less. Table IV shows the high school and college training of the rural teachers in the State for the school year ending June 30, 1925. It will be observed that 73.59 per cent of the teachers had four years of high school training and the second largest group, or 10.43 per cent, had had no high school training. Only 57.96 per cent of the teachers had had any college training and the great majority of these had one semester or less. The conclusion is that all children in the State do not have equal educational opportunities with respect to the training of the teachers.

Table IV.—The training of teachers in Missouri rural districts in 1924-1925 (a)

Training	Years	Number of Teachers	Per Cent.
High School	4	6976	73.59
	3	486	5.13
	2	776	8.18
	1	253	2.67
	None	988	10.43
Total		9479	100.00
Training	Weeks	Number of Teachers	Per Cent.
College	Above 32	427	4.50
	32	1509	15.92
	16	1771	18.69
	8	1787	18.85
Total		5494	57.96

(a) Seventy-Sixth Report of Public Schools, 1925, p. 152.

Table reads: Of the 9479 rural teachers in Missouri in 1924-1925, 6976, or 73.59 per cent, had four years of high school training; also 5494, or 57.96 per cent, of them had 8 or more weeks of college training; etc.

The Status of Educational Opportunity in Boone County.—An attempt was made to study carefully and critically a typical agricultural county of rural Missouri. Boone County was selected for this purpose for three reasons, namely: (1) the accessibility of the data, (2) the availability of a vitally important study of

the rural conditions of this county,³ and (3) the fact that this county appeared to be typically representative of rural Missouri because of the predominance of its agricultural interests.

This county is centrally located east and west and is slightly north of the center of the State. It is decidedly rural with only one community center in which other interests predominate. This center is Columbia which has a population of approximately twelve or thirteen thousand and is often called "The Athens of Missouri" because of its educational institutions. The 1920 census showed that the population of Boone County was 29,672. Of this number it has been estimated that sixty-five per cent were rural which was higher than the same figure for the State or the United States.⁴ The county is crossed east and west by the State Highway Number Forty, which will be a permanent roadway of the concrete type. Another State Highway, Number Sixty-three, crosses the county in a general northwesterly-southeasterly direction. This road will also have a type of hard surface. A third highway, State Highway Number Twenty-two, crosses the extreme northeast corner of the county and passes through Centralia. Whatever type of surface this highway may eventually have will make little difference in the educational development because it traverses so little of the county.

The reader may see in Map I some of the physical features of Boone County such as the outline, the main streams, and the location of certain community centers which, for convenience, have been designated by letters as follows:

A—Centralia	F—Hinton	K—Huntsdale
B—Sturgeon	G—Woodlandville	L—McBaine
C—Harrisburg	H—Rocheport	M—Sapp
D—Hallsville	I—Columbia	N—Ashland
E—Brown's Station	J—Shaw	O—Hartsburg

The purpose of Map II is to show the approximate location of the highways which cross the county. This is an important point for schools because the better the roads the more convenient it is for people to travel. The development of highways means that the side roads will be improved and the transportation be facilitated thereby.

3. Morgan and Howells, "Rural Population Groups",

4. Morgan and Howells, "Rural Population Groups," page 9.

BOONE COUNTY, MISSOURI—MAP I



Base Map

Scale: 1 Inch=10.5 Miles

A COUNTY SCHOOL ORGANIZATION FOR MISSOURI
BOONE COUNTY, MISSOURI—MAP II

23



Highways

Map III shows position of the fifty-nine neighborhoods as located by Morgan and Howells in "Rural Population Groups", p. 7. It was found that these communities conformed largely to the school districts of the county which is an indication of the importance of the school as a molding influence.

The reader may see in Map IV the boundaries of the consolidated or "fused" communities as located by Morgan and Howells. It will be observed that most of the county is included in these communities with the exception of some territory northwest and some southeast of Columbia. There was a tendency toward grouping in those sections but it was not so pronounced as elsewhere.

The four districts which, in 1925, maintained first class high schools were the Ashland Consolidated District (N), Centralia (A), Columbia (I), and Sturgeon (B); the two which had second class high schools were the Hallsville Consolidated District (D), and the Harrisburg Consolidated District (C); the one which had a third class high school was Rocheport (H); and one, Huntsdale (K), had an unclassified school. The other seventy-six districts offered only grade work and had one teacher each with the exception of Hartsburg (O) which had two teachers. Therefore, one may conclude that Boone County was largely and typically rural from the educational standpoint. So far as this study was concerned there was no attempt to make any specific study of the districts which had high schools except with respect to the extent to which they furnished high school facilities to the surrounding territory.

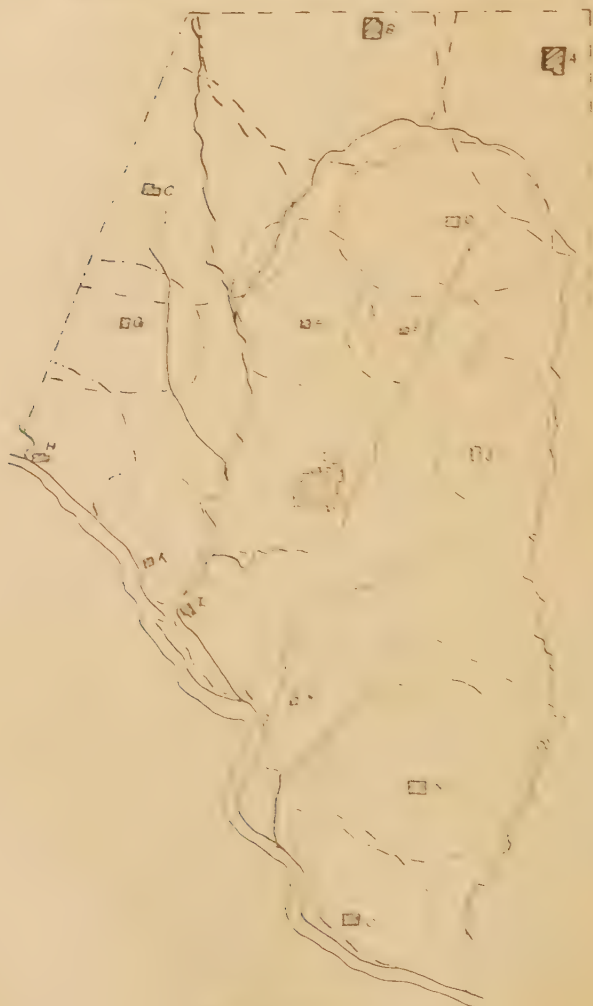
The same factors were used in the analysis of the educational status of the county as were used in the case of the State. The chief reasons for this repetition were (1) to obtain uniformity in the investigation, and (2) to establish a basis for such comparisons as might seem desirable. The results of this study have been classified and set forth on the following pages.

BOONE COUNTY, MISSOURI—MAP III



Primary Population Groups—Neighborhoods

BOONE COUNTY, MISSOURI—MAP IV



Fused Communities

Financial Support.—A study of the data shown in Table V reveals the fact that educational opportunities are not equal in the rural part of the county. The amount of money back of each enumerated child has a ratio of approximately one to fifteen. This means that the wealthiest district in the county has fifteen times as much wealth per enumerated child as the poorest district. On the other hand the rate of levy in cents per hundred dollars evaluation ranged from twenty-six to sixty-three or a ratio of approximately one to two and one-half. Another interesting point of comparison is the amount of revenue per child in average daily attendance. Here the ratio was slightly more than one to seven, and the total cost of the school per pupil, as shown in Table V, was slightly more than one to six.

Table VI reveals the following facts regarding the pupil situation in Boone County:

1. Fifty per cent of the districts had \$5775 or less back of each enumerated child.
2. Fifty per cent of the enumerated children in the county had \$5414 or less back of each one.
3. Fifty per cent of the children enrolled in the rural schools had \$5484 or less back of each one.
4. Fifty per cent of those in average daily attendance had \$5498 or less back of each one.
5. Fifty per cent of those who were supposed to graduate from the elementary rural schools in 1926 had \$5845 or less back of each one.
6. Fifty per cent of those who may graduate from the elementary rural schools in 1927 have \$5701 or less back of each one.
7. The range of money back of each enumerated child in the rural schools of the county has a ratio of one to fifteen.
8. On the basis of the money back of each enumerated child the most of the children enumerated, enrolled, or in average daily attendance were found in the poorer districts. This is shown by the fact that the median amount back of each enumerated child is \$5414 which is approximately one-fourth of the amount behind each enumerated child in the richest district in the county.

TABLE V

Distribution of the rural districts of Boone County according to the assessable wealth back of each enumerated child. The total revenue raised and the total cost of operating the school per pupil in average daily attendance and the average levy for each group for the year 1925-1926. (a)

Money back of each Enumerated Child (Hundreds)	Number of Districts	Revenue per Pupil (Dollars)	Total Cost per Pupil (Dollars)	Average Levy (Cents per Hundred)
229-220	1	140.55	95.81	30
219-210	0	00.00	00.00	00
209-200	0	00.00	00.00	00
199-.....	0	00.00	00.00	00
189-.....	0	00.00	00.00	00
179-.....	1	92.43	98.90	32
169-.....	2	54.23	54.58	33
159-.....	0	00.00	00.00	00
149-.....	1	50.52	61.99	26
139-.....	3	74.11	59.23	29
129-.....	3	86.17	76.88	38
119-.....	1	61.35	54.67	35
109-.....	5	62.37	62.20	49
99-.....	2	114.58	114.70	47
89-.....	3	68.50	55.15	33
79-.....	7	63.68	52.99	39
69-.....	6	42.84	37.50	36
59-.....	12	46.75	40.88	45
49-.....	7	41.10	36.45	44
39-.....	7	38.74	31.09	50
29-.....	13	32.79	32.40	49
19-.....	2	19.13	18.65	63
Total	76			
Median \$5775		63.35	54.67	38

(a) Data taken from records in Boone County Offices, Columbia, Missouri.

Table reads: One district has between \$22,000 and 22,999 back of each enumerated child, and a levy of thirty cents on the hundred dollars evaluation. The total revenue per pupil in average daily attendance was \$140.55 and the total cost on the same basis was \$95.81; etc.

Table VI.

Distribution of the rural districts of Boone County according to the assessable wealth back of each enumerated child. The enumeration, enrollment, average daily attendance, and number to be graduated from the eighth grade in 1926 and 1927 for each group. (a)

Money Back of each Enumerated Child (Hundreds)	Number of Districts	Enumeration	Enrollment	Average Daily Attendance	Graduated—1926	Graduated—1927
229—220	1	11	6	6	2	0
219—210	0	00	0	0	0	0
209—.....	0	00	0	0	0	0
199—.....	0	00	0	0	0	0
189—.....	0	00	0	0	0	0
179—.....	1	16	15	11	2	3
169—.....	2	36	72	56	8	14
159—.....	0	00	00	00	0	0
149—.....	1	26	30	22	3	5
139—.....	3	79	55	46	7	10
129—.....	3	89	68	59	6	17
119—.....	1	25	26	20	6	5
109—.....	5	158	133	106	13	30
99—.....	2	53	33	22	5	5
89—.....	3	96	77	52	6	13
79—.....	7	260	171	146	16	34
69—.....	6	292	290	231	36	39
59—.....	12	429	266	289	29	72
49—.....	7	270	211	170	25	33
39—.....	7	248	197	150	20	25
29—.....	13	592	490	371	40	70
19—.....	2	105	90	87	5	18
Totals	76	2785	2330	1844	229	393
Median	5775	5414	5484	5498	5845	5701

(a) Data taken from records in Boone County Offices, Columbia, Missouri.

Table reads: One district has an evaluation back of each enumerated child of between \$22,000 and \$29,999. The same district had an enumeration of eleven, an enrollment of six, and an average daily attendance of six. Two pupils were supposed to complete the grades in 1926 and none in 1927; etc.

From these two tables it is evident that children in rural districts of Boone County do not have equal educational opportunities with respect to:

1. Money back of each enumerated child,
2. The revenue per pupil, or
3. The total amount spent upon each pupil.

Length of Term.—Table VII shows the status of the rural districts of Boone County with respect to the length of school term for the year ending June 30, 1925. It will be noticed that the total number of districts is seventy-three instead of seventy-six as shown in other tables. The reasons for this difference are: (1) the reports of two districts could not be found, and (2) the term of another had been cut short because of the destruction of the building by fire. It will be observed that no district in the county had less than six months school while sixty-three of them had eight months terms. Table III shows that the State as a whole had thirty-five districts with less than four months and 269 with between four and six months terms. The comparison of these two tables reveals: (1) that Boone County presents better educational opportunities in this respect than the State as a whole, but (2) it does not afford equal educational opportunities for the children within its limits.

Table VII.—Length of School Term in the rural districts of Boone County 1924-1925 (a)

Months	Number of Districts	Per Cent.
Under 4	0	0.00
4 to 6	0	0.00
6 to 8	8	10.96
8	63	86.30
Over 8	2	2.74
Total	73	100.00

(a) Data taken from records in Boone County Offices, Columbia, Missouri.

Table reads: Eight, or 10.96 per cent of the districts in the County, had terms of school ranging from six to eight months; etc.

Training of Teachers.—The Boone County facts with regard to the training of teachers are shown in Table VIII.. It may be seen that 85.74 per cent of the rural teachers had graduated from four year high schools and 74.02 per cent had eight weeks or more of college training. When these facts are compared with the like items for the State, as shown in Table IV, it is readily seen that the results are favorable for the county. However, it is evident that the teachers in Boone County are not equally trained. One may see that the range of training was from two years of high school to more than two years of college work, which is a difference of more than four years of instruction. This situation has a tendency to produce unequal educational opportunities for the children.

Table VIII.—The Training of Teachers in the rural districts of Boone County 1924-1925 (a)

Training	Years	Number of Teachers	Per Cent.
High School	4	66	85.74
	3	2	2.60
	2	1	1.30
	1	0	0.00
	Not Stated	8	1.36
Total		77	100.00
Training	Weeks	Number of Teachers	Per Cent.
College	Above 32	11	14.26
	32	16	20.79
	20	1	1.30
	16	9	11.70
	10	6	7.79
	8	14	18.18
	Not Stated	20	25.98
Total		77	100.00

(a) Data taken from the records in Boone County Offices, Columbia, Missouri.

Table reads: Of the seventy-seven rural teachers in Boone County in 1924-1925 sixty-six, or 85.74, per cent, had had four years of high school training; and eleven, or 14.26 per cent, had had more than two years of college training; etc.

The Influence of the Existing High Schools.—One of the vital educational questions of the present time is concerned with the opportunities afforded for secondary training. On every hand we hear various organizations, some of which are non-educational, advocating the values of secondary education for efficient individuals. In order to determine the extent to which the existing high schools serve their surrounding territory question blanks were sent to all high schools, regardless of class, in Boone County for certain information regarding their non-resident pupils. A sample of this question blank is shown in Exhibit A, and the results pertaining to our problem are shown on the following pages.

EXHIBIT A

Non-Resident Pupil Schedule

(Note: To be filled out by each non-resident pupil enrolled in high school this fall.)

- Name of Pupil
- Name of School District you are attending
- Its address
- Grade in School Age last birthday
- County in which home district is located
1. How many weeks of the school year do you board away from home?
 2. If you board away from home part or all of the time, what is the reason for it?..... (Bad roads, bad weather, long distance, chance to stay with relatives, poor health, etc.)
 3. If you board away from home part or all of the time, what is the cost per month for room and board?
 4. If you board at home part or all of the time, how do you get to school?
 5. How far is it from your home to school?
 6. How many months of the school year are the roads from your home to school passable with wagons or car?.....

Table IX shows the results of this part of the investigation, by schools, for Boone County. A total of 202 rural students attended high schools in the county. Of this number 54.45 per cent remained at home all the time, 34.16 per cent were away from home all the time, and 11.39 per cent had to be away from home part of the time. The majority of those who were away from home all the time gave as their reason "long distance", "bad roads", or "chance to stay with relatives", while those who stayed away only part of the time gave as the main reason "bad roads". It is entirely probable that good

roads would have made it possible for more of the non-residents to stay at home. In Table IX no account was taken of the non-resident pupils whose homes were not in Boone County. Most of the schools reported two or more such students. In fact Columbia had a number of students from distant counties and other states, a condition due probably to families moving to the city on account of university or colleges. It would have been unfair to count them in this study even if the distance had been known in each case. Also the out of county non-residents were not counted in the other twelve counties included in this study. For these reasons only bona fide residents of Boone County were included in this table.

Table IX.—Non-resident data for the eight districts maintaining any class high school in Boone County for the year 1925-1926 (a)

Name of School	Where Pupil Stayed				Average Distance	
	At	Away from home		Total	from home (mi.)	
	Home	All	Part	Pupils	At Home	All
					and Part	Pupils
Ashland	20	9	7	36	5.96	6.53
Centralia	23	4	5	32	4.57	5.50
Columbia	43	47	7	97	4.69	6.85
Sturgeon	11	7	2	20	4.37	6.04
Hallsville	6	2	0	8	4.33	4.38
Harrisburg	5	0	2	7	5.80	5.86
Rocheport	1	0	0	1	3.50	3.50
Huntsdale	1	0	0	1		
Total	110	69	23	202		
Average distance for County					4.75	5.52

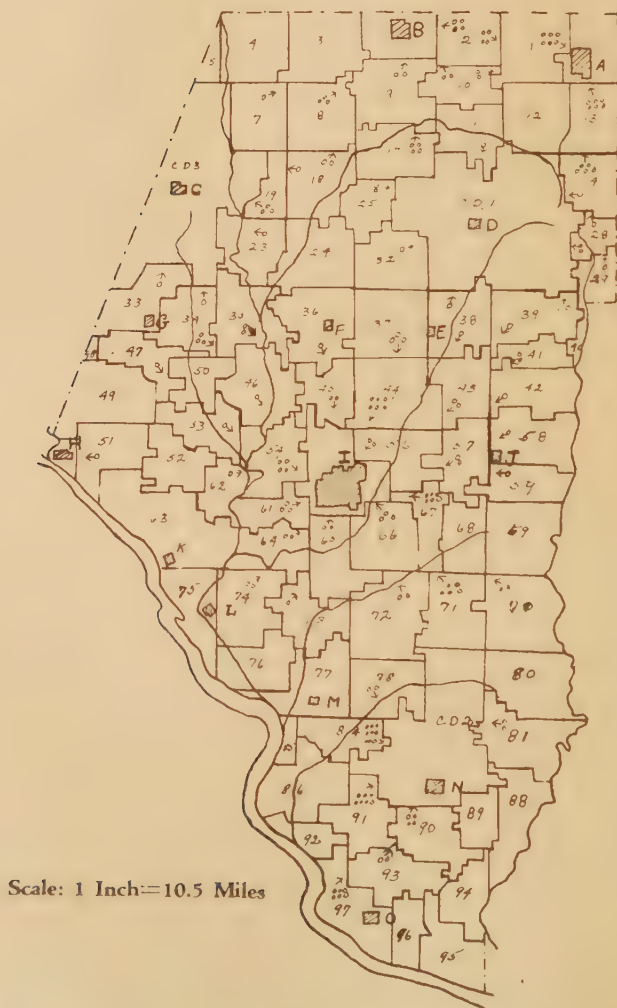
(a) Data taken from question blanks which were filled out by the students in the schools named.

Table reads: Centralia had thirty-two non-resident pupils at the beginning of the school year 1925-1926. Of this number twenty-three stayed at home, four away, and five part of the time at home and part away. The average distance traveled by those who stayed at home part or all of the time was 4.57 miles while it was 5.50 miles for the entire thirty-two; etc.

A reference to Table X will show the rural districts by numbers where the Boone County non-residents live so far as could be determined by the available material. Map V also shows the same facts. On it each circle represents a pupil but does not indicate the location of the residence which could not be determined.

A COUNTY SCHOOL ORGANIZATION FOR MISSOURI

BOONE COUNTY, MISSOURI—MAP V.



School Districts and Non-Resident Distribution

Table X.—Distribution of Boone County non-residents for the year 1925-1926 by the school attended and the rural district in which they resided (a)

Rural District Number	High School Attended								Total
	A	B	C	D	H	I	K	N	
1	6								6
2	4	4							8
7		1							1
8		3							3
9		2							2
10	2	2							4
11				1					1
13	6								6
14	5			1					6
17		4							4
18		2	1						3
19			3						3
23			1						1
25				2					2
28	1			2					3
29	1								1
32				1					1
33			1						1
34			1			3			4
35						2			2
36						1			1
37						3			3
38				1		1			2
39	2					1			3
41						2			2
42						1			1
43						2			2
44						6			6
45						2			2
46						1			1
47						1			1
51					1				1
53						1			1
54						4			4
56						2			2
57						2			2
58						1			1
59						1			1
61						3			3
62						1			1
64						2			2

Table X. (Continued)—Distribution of Boone County non-residents for the year 1925-1926 by the school attended and the rural district in which they resided (a)

Rural District Number	High School Attended								Total
	A	B	C	D	H	I	K	N	
65						2			2
66						3			3
67						6			6
70						2			2
71						5			5
72						2			2
73						1			1
74						2			2
78								2	2
81								6	6
84								9	9
90								4	4
91								7	7
93								2	2
97								6	6
Unknown ..	5	2				31	1		39
Totals	32	20	7	8	1	97	1	36	202

(a) Data taken from reports furnished by the non-residents.

Table reads: From district number one six children were attending high school at Centralia (A) making a total of six for the district; etc.

In this part of the study the following facts were found:

1. Twenty of the rural districts did not have a single pupil in a Boone County high school so far as the data revealed.
2. The largest number of non-residents from any one district was nine from district number eighty-four.
3. Between these limits there were sixteen districts with one student each, sixteen with two, eight with three, four with four, one with five, six with six, one with seven, and one with eight.

The author also had made (in 1925) a similar study of the non-resident situation in the twelve counties reported in "Facts Concerning Public Education in Missouri". The results of the investigation in these twelve counties and in Boone County are shown in Table XI. From this table it may be seen: (1) that Boone County had more non-residents in her high schools than the average number for the

twelve counties; (2) that the Boone County students who stayed at home traveled an average of 0.66 of a mile more than the similar group in the other counties; and (3) the average distance of all students from home was 0.14 of a mile less than the corresponding figure for the other counties.

Table XI.—Non-resident data from high school districts in thirteen Missouri counties (a)

County	Number of Non-Residents	Average Distance from School (Miles)	
		At Home and Part	All
Boone	202	4.75	5.52
Buchanan	154	4.49	4.80
Daviess	186	4.04	4.63
Hickory	41	4.08	10.17
Howell	140	4.59	7.14
Iron	43	3.68	5.45
Knox	129	4.02	4.89
Lafayette	239	3.59	4.42
Lawrence	239	3.43	4.93
Macon	294	4.12	5.32
McDonald	104	3.93	5.42
New Madrid	44	4.55	5.19
St. Francis	86	5.72	5.60
Average of twelve counties, (Boone omitted)	142	4.09	5.66
Average for thirteen counties	147	4.14	5.65

(a) Data taken from reports furnished by the non-residents in these counties.

Table reads: In Boone County 158 residents of the county attended a high school outside the district in which they resided. Those who stayed at home all or part of the time were on the average 4.59 miles from school. All the pupils were 5.35 miles from school.

From the foregoing discussion certain conclusions may be drawn regarding the influence of the existing high schools. (1) The existing high schools do not adequately serve the secondary school needs of Boone County, and (2) on the average the area served by the high school rarely has a radius of more than four and one-half miles for children who stay at home. This means that many children are deprived of high school advantages because they happen to live more than that distance from the school, and may be financially unable to pay board and room rent for the school term.

Summary.—1. Boone County is fairly representative of rural Missouri.

2. The children in rural Missouri do not have equal educational opportunities.

3. The existing high schools serve only a limited area. The territory beyond these limits is at a disadvantage with respect to educational opportunities. Boone county does not have enough high schools to serve the area. This shows that the present type of organization does not live up to the ideals of democracy.

4. Many of the children in Boone County live in districts having low financial resources.

CHAPTER IV

RECENT ATTEMPTS TO IMPROVE MISSOURI
RURAL SCHOOLS

Introduction.—Three comparatively recent legislative attempts have been made to improve Missouri rural schools. These were: (1) the Buford-Colley Consolidation Law, which was enacted in 1913; (2) the County Unit Bill, which was passed in 1921 and defeated by a referendum vote, November, 1922; and (3) the Community Bill, which was presented to the General Assembly of 1925 as House Bill 754 but failed to pass.

The specific purpose of this chapter is: (1) to examine these measures, and (2) to evaluate them as plans of operation.

The Consolidation Law.—**PURPOSE.**—It is the purpose of the consolidation law to improve the conditions of the rural schools of the State by enlarging the district. The plan of development is a growth from the small district, as a nucleus, to a larger one.

ANALYSIS.—Some quotations will show the characteristics of this plan of organization:

"Three or more common school districts, or a village district having less than two hundred children of school age by the last enumeration, together with two or more adjoining districts, may be consolidated into a new district for the purpose of maintaining both primary schools and a high school."¹

This law has been amended with regard to the area of the district and the size of a village that might be included.

"At the present, consolidated school districts may be formed if the area is fifty square miles or the enumeration is two hundred children of school age. A town with an enumeration exceeding five hundred children of school age may not be included in a consolidation."²

EVALUATION.—The law has been tried rather extensively and has produced some desirable results. The State Superintendent pointed out the following:

1. Since the enactment of the law, 232 high schools have been established under its provisions. This means that the plan has made it possible for many children to have secondary school advantages who would otherwise be devoid of them.

1. Revised School Laws, 1926, Section 11255.

2. Seventy-Sixth Report of Public Schools, page 49.

2. The plan is helping to solve the problem by causing the people to be better satisfied with their surroundings.³

The consolidation law is a move in the right direction because: (1) it makes possible larger units of area, and (2) provides secondary school advantages for rural children. Ultimately it will educate the people to the idea of better school advantages and more adequate support. However, the plan does not provide for large enough units of taxation, supervision, or administration. In these respects each district is a unit within itself. The chief function of the county superintendent is completed with the formation of the district, and there is no provision for a county board of control nor for any direct supervision or administration except that given by the local superintendent.

Mr. James F. Abel, Assistant Specialist in Rural Education, United States Bureau of Education, makes the following statements regarding the consolidated districts:

"All these influences, encouraging and helping the establishment of larger schools, have brought about some very fine schools in small towns, villages, and the open country. The average consolidated district, however, is neither so large nor so strong as might be desired."

"The median consolidated district in Missouri is 26 square miles in area, has an assessed valuation of \$1,000,000, a school plant worth \$12,000, an enrollment of 140 in the elementary school and 43 in the high school. It has little or no pupil transportation. The district is smaller in area and weaker in assessed valuation, value of school plant, and number of pupils enrolled than the standards that are gradually being established for strong, successful consolidated schools. If pupil transportation were used to a greater extent the districts could be strengthened."⁴

From the foregoing discussion certain conclusions may be drawn, some of which are:

1. The consolidated school is a move in the right direction.
2. It is extending secondary school privileges to many children who would, otherwise, be deprived of them.
3. The districts as a whole do not measure up to the standards that are being developed for strong consolidated districts. The districts are units within themselves and are controlled by the same laws that govern the town and city districts.
4. So long as the transportation of pupils is not provided the

3. Seventy-Sixth Report of Public Schools, page 49.

4. Bureau of Education Bulletin, 1925, No. 22, pages 7-8.

districts will be small if all the children have to attend a central school.

The County Unit Bill.—PURPOSE.—The purpose of the county unit bill, as stated in the bill itself,⁵ was

“An Act creating a county school district in each county of the state, establishing a county board of education, prescribing the manner of election and term of office of its members, defining the powers and duties of said county board and designating all school districts contained therein and as at present organized, as local school districts, and conferring upon them all the privileges, powers, and duties now conferred upon said school districts and their respective boards of directors that are not by this act conferred upon the county school district and its board of education; and repealing all acts and parts of acts in conflict with this Act.”

ANALYSIS.—With this statement of the purpose of the Act in mind the next point in the procedure was to make a brief analysis of the Bill itself.

a. The County Board's Membership.—(1) The county board was to be composed of six members who were to be citizens of the United States and Missouri, residents of the county and district for one year, and able to read and write English.

(2) The term of membership was three years. Two members were to be elected each year which meant a continuous board such as the independent districts have at the present time.

(3) Not more than three members could be elected from any one judicial district.

(4) The members must have been recent tax payers and not less than twenty-five years of age.

(5) The members were to be paid ten cents per mile traveled each way and five dollars per diem for not to exceed fifteen days per annum.

b. The County Board's Duties.—The duties of the county board were the following:

(1) To appoint the county superintendent subject to certain qualifications as to training, age, and experience.

(2) To submit a list of eligible candidates to the district board for use in the selection of a teacher, to fix the salary schedule, and to contract with the selected teacher.

⁵. Revised School Laws, 1921, page 183.

(3) To select the necessary assistants for efficient administration of the county.

(4) To care for the school property.

(5) To change boundary lines and to combine local districts.

(6) To provide high school instruction.

(7) To prepare and to publish a county budget.

(8) To levy the taxes within certain limits.

(9) To purchase instructional equipment and to borrow money.

(10) To make rules and to receive records and reports.

(11) To provide libraries and to furnish supplies.

(12) To select and to furnish free text books under certain limitations.

c. Local Board's Duties.—The duties of the local board were the following:

(1) To prepare the district budget to be submitted to the county board.

(2) To select the teacher from the eligible list submitted by the county board.

(3) To perform such other duties as are not specifically designated to the county board.

Two classes of districts were exempted from the authority of the county board. They were: (1) those maintaining first class high schools at the time the act became a law, and (2) the districts lying in two or more counties.⁶

EVALUATION.—It was the purpose of this Act to guarantee to each child of lawful age in the county, opportunities for a first class elementary and a full four year high school education. While the Act had its weak features it had also many commendable ones and would have been the basis for a good county unit school system had it become a law.

By referring to the Act, as submitted to the people, one may see certain defects which would possibly have given trouble unless they had been remedied. Some of them were:

(1) The retention of the local districts, as they were then in existence, each of which had its own board to manage the affairs of administration.⁷ One duty of the local board was to estimate the budget for the local district, and to submit it to the county board for ap-

6. Revised School Laws, 1921, page 182 and page 195.

7. Revised School Laws, 1921, pages 182 and 195.

proval,⁸ and a second duty was to select the teacher from a list of eligible candidates which was submitted by the county board. After the local board elected the teacher, the county board contracted with her.⁹

It is easy to see that the authority was divided between the two boards in such a way that it was possible for serious difficulties to arise. For example the teacher would feel more obligated to the local than to the county board because the former would do the electing. The county board could remove the teacher from the eligible list but to do so would probably cause complications and friction between the two boards, especially if the teacher was strongly in favor with the local community.

(2) The powers of the county board were limited to such an extent that its only real authority was to select the county superintendent, to combine the local districts and to determine the salary schedules for the teachers.¹⁰ The board had limited powers to do some other things, such as to prepare the county budget from the district budgets which had been submitted, to levy taxes within certain limits, and to select text-books for the schools under its jurisdiction.

(3) The definite method of appropriating state aid and of determining the new districts were more or less arbitrary and without any real scientific background. According to the act each child in average daily attendance in the elementary school was given an allowance of twenty cents per day and each one in the high school thirty-five cents.¹¹ This amount is not sufficient to run a school. A recent study¹² shows that the median cost per pupil in average daily attendance for a term of nine months was \$38.09 for the elementary school and \$88.75 for the high school. Thus the finances, as planned in the County Unit Bill, would not have produced as good schools as we have now.

The Community Bill.—PURPOSE.—The purpose of the "Community Bill," which died in the General Assembly as "House Bill Number 754" after its reading February 28, 1925, was stated in the preamble as follows:

"An Act providing good educational facilities to each county com

8. Ibid, page 195.

9. Ibid, page 189.

10. Revised School Laws, 1921, pages 188-189.

11. Revised School Laws, 1921, page 193.

12. Urban, F. W., Costs in Missouri Schools, page 28.

plying with the provisions of this Act by communities in the state, when the provisions of this act have been accepted by popular vote, establishing a county board of education, prescribing the manner of election and the term of office of its members, defining the powers and duties of said county board, creating a board of directors for each community school district, prescribing the manner of election and the term of office of its members, defining the powers and duties of said board of directors, providing state aid and repealing acts in conflict with the provisions hereof, with optional and exceptional clause."¹³

ANALYSIS.—The next point was to make an analysis of the bill as it appeared in its final form.

a. County Board's Membership.—(1) The board was to be composed of six members, each of whom must have been a citizen of the United States and of Missouri, and a resident of the county in question.

(2) The members were to be at least twenty-five years of age and taxpayers.

(3) The members were to be elected by popular vote and restricted to not more than three from any one judicial district.

(4) The period of service planned was to be three years with overlapping terms.

(5) The remuneration was a mileage of ten cents each way per trip and five dollars per diem for not to exceed ten days per annum.

b. The County Board's Duties.—The duties of the county board were the following:

(1) To divide the county into attendance districts.

(2) To change the boundary lines of any district provided the valuation be not materially lessened thereby.

(3) To appoint a county superintendent of schools for a period of four years subject to certain limitations.

(4) To receive records and reports from teachers, supervisors, etc.

(5) To enforce the compulsory attendance law.

(6) To attend to the public records and to the apportionment of the public school funds.

(7) To make such rules as were considered necessary and recommended by the county superintendent.

(8) To select and fix the salaries of such assistants as were necessary with the advice and consent of the county superintendent.

13. House Bill Number 754, Fifty-Third General Assembly, 1925.

c. The Community School Board's Duties.—The duties of the community board were the following:

- (1) To select the superintendent, principal, or teacher for a term not to exceed three years.
- (2) To perform such duties as now belong to boards of education of city and town districts.
- (3) To close schools and transport pupils whenever necessary or economical.
- (4) To provide high school education for all pupils.

The provisions of this bill were to become effective in a local community whenever the majority of voters present and voting at such an election had indicated an acceptance of the act. Also cities having a population of 60,000 or more were exempt from its provisions.¹⁴

EVALUATION.—That this bill had both strong and weak points no one will deny. It was an attempt to meet the situation in Missouri by leaving much of the authority in the hands of the local community. History repeatedly has shown that people will not break with the past at once. Since the beginning Missouri has emphasized the small unit and local control in her schools. To attempt to change this abruptly would be unwise and disastrous to the movement. While it would be a desirable feature to centralize the school activities in the county as a unit, recognition must be taken of the fact that a movement can not be too far ahead of the people if it is to be accepted and to operate successfully.

With respect to the defects much the same may be said as was indicated in the case of the county unit bill. Both provided for too much distribution of authority. The county board and the county superintendent had no control over the teaching force or finances, both of which were decidedly important. The only real power delegated to the county board was the selection of the county superintendent and the determination of the boundary lines of the community districts.

The definite size or evaluation of the district were both arbitrary and out of harmony with the present practice in consolidated schools in Missouri. The fuller discussion of these facts may be found in Chapter III. Also the apportionment of state aid on the basis of \$60 per year per pupil in secondary school was arbitrary and not based on actual statistics in Missouri. The insufficiency of this figure is

14. House Bill No. 754, Section 31.

shown by the findings in Mr. Urban's study referred to earlier in this chapter.

A Comparison of the County Unit Bill and the Community Bill.—

In order to make a comparison of the two plans under consideration, as well as to make subsequent analyses, it was necessary to construct a scheme which would be in harmony with the factors of government, administrative officers, and working units. The definite items selected were grouped as follows:

I.—The County Board.

1. Characteristics.

- a. Small in number.
- b. Specifically selected for schools.
- c. Terms overlapping so the board will be continuous.
- d. Authority county-wide with the exception of large cities.

2. Powers of the Board relative to:

a. Districts in the county.

- (1) In fixing the area and consolidation, and
- (2) In determining the location of the building.

b. Purchases of:

- (1) Grounds and buildings, and
- (2) Equipment for instruction.

c. Appointments and Salaries of:

- (1) Teachers,
- (2) Supervisors of instruction,
- (3) Attendance officers, and
- (4) Other employees, e.g., janitors, etc.

d. Finance:

- (1) The determination of the tax rate within certain limits, and
- (2) The business relative to bonds and bond issues.

e. Miscellaneous items

- (1) The transportation of pupils, and
- (2) The final determination of the educational policies.

II.—The County Superintendent:

1. Selected by the county board, and
2. The chief executive of the board.

III.—The County as a Unit of:

1. Administration,
2. Supervision, and
3. Taxation.

Other items could have been included in this analysis but were not because they were irrelevant to the investigation.

In order to economize space it was necessary to abbreviate the items in the tables. However, the order of items in the tables and in the outline is the same.

Table XII The county unit and community bills compared.

Items	Bills		
	County	Unit	Community
I. The Board			
1. Characteristics			
a. Small	x		x
b. Specific	x		x
c. Overlapping terms	x		x
d. Authority county wide	x		x
2. Powers			
a. District			
(1) Area and consolidation	x		x
(2) Location of buildings			
b. Purchases			
(1) Grounds and buildings	x		
(2) Equipment	x		
c. Appointments and salary			
(1) Teachers			
(2) Supervisors	x		x
(3) Attendance officers	x		x
(4) Other employees	x		x
d. Finance			
(1) Tax rate—limited	x		
(2) Bonds and issues	x		
e. Miscellaneous			
(1) Transportation	x		
(2) Educational policies	x		
II.—The County Superintendent			
1. Selected by County Board	x		x
2. Chief executive of Board	x		x
III.—County as a Unit of			
1. Administration	x		
2. Supervision	x		
3. Taxation	x		
Totals	19		10

Table reads: The occurrence of an item in a plan is marked by an x. For example a small board was provided for in both plans, etc.

A study of Table XII shows that all of the twenty-one items were included in the County Unit Bill with the exception of two. This finding would indicate that the plan was considerably in harmony with the plans, both working and theoretical, elsewhere. The Community Bill, which was not a county unit plan in the real sense of the word, was found to have ten factors in common with the previous measure. This shows that the plan was a beginning in the direction of a stronger school organization in Missouri.

Summary.—The main points in this chapter are:

1. Attempts are being made to improve rural schools in Missouri. This indicates that it is being recognized as a fact that these schools are deficient.

2. The consolidation law is producing better school conditions. Through it high school advantages are being afforded to many children who would be deprived of them otherwise.

3. The County Unit and Community Bills failed to become laws and have to be considered as theoretical plans.

CHAPTER V.

CHARACTERISTICS AND SUCCESS OF THE COUNTY UNIT ORGANIZATIONS IN OTHER STATES

Introduction.—One of the present types of rural school organization is based upon the county as a unit. It is the purpose in this chapter: (1) to determine by analysis the characteristics of sixteen county unit plans of organization, and (2) to make an investigation of the success of this plan of organization where it has been thoroughly tried.

The states having county unit plans of organization may be divided into two classes,—those having the strong form and those having the weak form. A distinction has been drawn between these two forms and a quotation will suffice to make it clear.

"In States classed as having the strong form, county school authorities, in contradistinction to district authorities, constitute the dominant school administrative agencies, while in those having the weaker form the district system still prevails and in general the district authorities still predominate, but some important functions partaking of the nature of county administration are given to the county authorities. From the legal point of view, the distinction between the stronger and the weaker form lies along the line of corporate power. If the law makes the county board of education the dominate 'body corporate', the strong form of county unit obtains; but if the district school board is given the dominate corporate power for local school purposes, the weaker form obtains, however many be the auxiliary functions intrusted to the county board."¹

Extent of Adoption of County Unit Plan.—A survey of the school plans in the various states revealed a considerable variety of organizations ranging from some with a strong county form to others with little or no county plan. Missouri is a good example of a state in which the district is the unit of administration and supervision except in a minor way. The other extreme is Maryland.²

Of the other forty-eight states in the Union, Delaware is the only one in which the state is the unit of organization. Of the nineteen states having some form of county unit, ten are considered strong,—viz. Alabama, Florida, Kentucky, Louisiana, Maryland, New Mexico, North

1. Bureau of Education Bulletin, 1922, Number 13, page 7.

2. Cubberley, E. P., Public School Administration, page 36.

Carolina, Tennessee, Utah and Virginia. In Florida, Louisiana and Maryland the county boards control all of the schools in the county, while in other states the incorporated cities are independent. South Carolina, Mississippi, Georgia, Oregon, and Montana may be considered as being in a state of transition from the district to the county system. In Georgia the counties have the option of retaining their present district organization or of adopting the county unit plan. As a result the majority of the counties have adopted the unit plan. The county is the unit of both administration and supervision in Alabama, Florida, Kentucky, Louisiana, Maryland, New Mexico, North Carolina, Tennessee and Utah. Iowa, Michigan and North Dakota have plans which are partly township and partly local district.

An Analysis of the County Unit Plan of Operation Found in Ten States.—The first part of this analysis deals with the plans of organization in the ten states. The scheme of analysis used is identical with that used in Chapter IV in the comparison of the County Unit Bill and the Community Bill. In Table XIII the states are given numbers as follows:

- | | |
|---------------|--------------------|
| 1. Alabama. | 6. New Mexico. |
| 2. Florida. | 7. North Carolina. |
| 3. Kentucky. | 8. Tennessee. |
| 4. Louisiana. | 9. Utah. |
| 5. Maryland | 10. Virginia. |

The chief functions of Table XIII are: (1) to show the main points of the plan of operation in each of the ten states which is considered as having a strong county unit organization; and (2) to serve as an indication of what has been considered desirable features of such a plan. A word of caution needs to be given here. Too much emphasis should not be placed upon the totals at the foot of the table. Not all of the items are of equal importance; and to build a weighted scheme is not a part of our problem. The "total column" of the table shows the number of the ten plans which provide for each item.

Table XIV shows the items arranged in groups according to the frequency of their occurrence. From this table it is easier to see which phases of the plan have received the greater amount of emphasis and which have not. We find, for example, nine items which were considered important enough by the law-makers of the ten states to be included in all the plans; and eighteen of the items were included in more than half of the plans. There is a rather close agreement in the

TABLE XIII.

Analysis of the main features of county unit plans of organization in operation in ten states.

Items	States										Total
	1	2	3	4	5	6	7	8	9	10	
I.—The Board											
1. Characteristics											
a. Small	x	x	x	x	x	x	x	x	x	x	10
b. Specific	x	x	x	x					x		5
c. Overlapping terms	x		x	x	x			x	x		6
d. Authority county wide ..		x		x	x				x		4
2. Powers											
a. District											
(1) Area and consolidation	x			x	x		x	x	x	x	7
(2) Location of buildings	x	x	x	x	x	x	x	x	x	x	10
b. Purchases											
(1) Grounds and buildings	x	x	x	x	x	x	x	x	x	x	10
(2) Equipment	x	x	x	x	x	x		x	x	x	9
c. Appointments and salary											
(1) Teachers	x	x	x	x	x	x		x	x	x	9
(2) Supervisors	x	x	x	x	x	x	x	x	x	x	10
(3) Attendance officers ..	x	x	x	x	x	x		x	x	x	9
(4) Other employes	x	x	x	x		x		x	x	x	8
d. Finance											
(1) Tax rate—limited			x								1
(2) Bonds and issues	x			x		x	x		x	x	6
e. Miscellaneous items											
(1) Transportation	x	x	x	x	x	x	x	x	x	x	10
(2) Educational policies ..	x	x	x	x	x	x	x	x	x	x	10
II.—The County Superintendent											
1. Selected by Co. Board	x		x	x	x	x	x		x		7
2. Chief executive of Board ..	x		x		x	x	x	x			6
III.—County Unit											
1. Administration	x	x	x	x	x	x	x	x	x	x	10
2. Supervision	x	x	x	x	x	x	x	x	x	x	10
3. Taxation	x	x	x	x	x	x	x	x	x	x	10
Totals	19	15	18	19	17	16	13	16	19	15	167

Table reads: Where an item appears in the plan of a given State the fact is indicated by an x.

ten plans. Evidently many of the items have proved themselves to be important in a county plan of organization.

An Analysis of Six Theoretical County Unit Plans of Organization.—The next point for consideration is a similar analysis of six theoretical plans which have been recommended by workers in rural

education. The results of this analysis are shown in Table XV. For the purpose of saving space in the table the plans were given numbers as follows:

TABLE XIV

Items of the county unit plans of organization in ten states according to the frequency of their occurrence.

Items	Frequency of Occurrence
Small board	10
Location of buildings	
Purchase of grounds, buildings, etc.	
Selection and salary of supervisors	
Transportation of pupils	
Determination of educational policies	
County as a unit of administration	
County as a unit of supervision	9
County as a unity of taxation	
Purchase of equipment	
Appointment and salaries of teachers	8
Appointment and salary of attendance officers	
Appointments and salary of other employees	7
Selection of County Superintendent	
District area and consolidation	6
Overlapping terms	
Superintendent as the board's executive	
Bonds and issues	
Board selected specifically for schools	5
Board's authority county wide	
Board to levy taxes within limits	4
	1

Table reads: The first group of nine items occurred in all ten of the state plans analyzed, etc.

- 1.—Indiana—Indiana Educational Bulletin, Number 73, 1924.
- 2.—United States.—United States Bureau of Education Bulletin, 1924, Number 36.
- 3.—Arp.—Arp, Julius B., Rural Education and the Consolidated School, World Book Company, New York, 1918.

TABLE XV.

Analysis of the main features of six theoretical county unit plans of organization.

Items	Plans						Total
	1	2	3	4	5	6	
I.—The Board							
1. Characteristics							
a. Small	x	x	x	x	x	x	6
b. Specific	x	x	x	x	x	x	6
c. Overlapping terms	x			x	x	x	4
d. Authority county wide	x	x	x	x	x	x	6
2. Powers							
a. District							
(1) Area and consolidation	x	x	x	x	x	x	6
(2) Location of buildings	x	x	x	x	x	x	6
b. Purchases							
(1) Grounds and buildings	x		x			x	3
(2) Equipment	x		x	x		x	4
c. Appointments and salary							
(1) Teachers	x	x	x	x	x	x	6
(2) Supervisors	x	x		x	x	x	5
(3) Attendance officers	x	x		x	x	x	5
(4) Other employees	x	x		x	x	x	5
d. Finance							
(1) Tax rate—limited	x	x	x	x	x	x	6
(2) Bonds and issues	x	x					2
e. Miscellaneous							
(1) Transportation	x						1
(2) Educational policies	x	x	x	x	x		5
II.—The County Superintendent							
1. Selected by County Board	x	x	x	x	x	x	6
2. Chief executive of Board	x	x	x	x	x	x	6
III.—County a Unit							
1. Administration	x	x	x	x	x	x	6
2. Supervision	x	x	x	x	x	x	6
3. Taxation	x	x	x	x	x	x	6
Totals	21	17	15	18	17	18	106

Table reads:....Where an item appears in a given plan the fact is indicated by an x.

4.—Arizona.—United States Bureau of Education Bulletin 1917, Number 44.

5.—South Dakota.—United States Bureau of Education Bulletin 1918, Number 31.

The items of the six theoretical plans were grouped according to the frequency of occurrence and the results are shown in Table XVI.

TABLE XVI.

Items of the six theoretical county unit plans of organization grouped according to the frequency of their occurrence.

Item	Frequency of Occurrence
Small board	6
Board selected specifically for schools	
Authority of board county wide	
Selection of county superintendent	
District area and consolidation	
Location of buildings	
Appointment and salary of teachers	
Tax levy within limits by board	
County as a unit of administration	
County as unit of supervision	
County as unit of taxation	5
Superintendent the board's executive	
Selection and salary of supervisors	
Selection and salary of attendance officers	
Selection and salary of other employees	4
Determination of educational policies	
Overlapping terms	
Purchase of equipment	3
Purchase of grounds, buildings, etc	
Bond and issues	2
Transportation of pupils	1

Table reads: The first group of twelve items occurred in all six of the plans analyzed, etc.

One is strikingly impressed by the close agreement of these plans. Twelve of the twenty-one items were found in the entire number of plans and eighteen in more than half of them. Thus, it is evident that the specialists are fairly well agreed upon what should be included in a plan of operation.

TABLE XVII.

Comparison of the frequency of the main items of the two groups of county unit plans of organization.

Items	Frequency		Total
	States	Proposed Plans	
I.—The Board			
1. Characteristics			
a. Small	10	6	16
b. Specific	5	6	11
c. Overlapping terms	6	4	10
d. Authority county wide	4	4	8
2. Powers			
a. District			
(1) Area and consolidation	7	6	13
(2) Location of buildings	10	6	16
b. Purchases			
(1) Grounds and buildings	10	3	13
(2) Equipment	9	4	13
c. Appointments and salary			
(1) Teachers	9	6	15
(2) Supervisors	10	5	15
(3) Attendance officers	9	5	14
(4) Other employees	8	5	13
d. Finance			
(1) Tax rate—limited	1	6	7
(2) Bonds and issues	6	2	8
e. Miscellaneous			
(1) Transportation	10	1	11
(2) Educational policies	10	5	15
II.—The County Superintendent			
1. Selected by County Board	7	6	13
2. Chief Executive of Board	6	6	12
III.—County a Unit			
1. Administration	10	6	16
2. Supervision	10	6	16
3. Taxation	10	6	16

Table reads: Small county boards of education were provided for in the ten state plans, the six theoretical ones, making a total of sixteen, etc.

TABLE XVIII.

Items of the sixteen county unit plans of organization grouped according to the frequency of their occurrence.

Items	Frequency of Occurrence
Small board	16
Location of buildings	
County as a unit of administration	
County as a unit of supervision	
County as a unit of taxation	15
Selection and salary of teachers	
Selection and salary of supervisors	
Determination of educational policies	
Selection and salary of attendance officers	14
District area and consolidation	13
Purchase of equipment	
Purchase of grounds and buildings	
Appointment and salary of other employees	
Selection of county superintendent by board	12
County superintendent the chief executive of board	
Board selected specifically for schools	
Transportation of pupils	11
Overlapping terms	10
Authority of board county wide	8
Bonds and issues	
Tax rate within limits	7

Table reads: The first group of five items occurred in all sixteen of the plans analyzed, etc.

A Comparison of Practice and Theory as Shown in the Two Groups of Plans.—In order to get an idea of the agreement of practice and theory a comparison of the two sets of plans was made. The results are shown in Table XVII.

The items of the sixteen plans grouped according to the frequency of occurrence are shown in Table XVIII.

From these two tables some general observations may be made:

1. Some items received more emphasis in one set of plans than in another. For example the board was selected specifically for education in all six of the proposed plans but only in five of the state. On the other hand the purchase of grounds and buildings was made a function of the board in all of the state plans but in only three of the proposed ones.

2. There were only five items which occurred in all sixteen of the plans: but eighteen items were found in ten or more of them.

The Success of the County Unit Plan.—One very important point for consideration concerning any plan of organization is the type of results it produces. Usually one of the first questions that is asked is, "How does it work?" It is the purpose to answer that question in the following pages by references to a number of places where the plan has been tried for a sufficient length of time to prove its value. The criterion used in the selection of the states was the material available at the time this chapter was written.

GEORGIA.—After having tried the plan a sufficient length of time to prove its merits to his satisfaction, Mr. L. B. Evans, Superintendent of Richmond County, Georgia, stated,

"If one system of schools can be made to extend over a whole county including city and villages, the organization will be upon the basis of territory. By this means the entire country can after a while be brought under uniform organization. So long as the organization is by cities we merely organize by locality, which can never be uniform or entire. It will always remain a one-sided development. A proper policy is to induce the people hereafter to organize by area, rather than by spots. The effect of this will be to give the rural child the same school advantages as to the city child, and there is every reason in equity and good sense why these advantages should be the same."³

LOUISIANA.—In the State of Louisiana, where only a modified county unit plan is in operation, it was stated that, "after many years of the county organization, Louisiana is perfectly satisfied. 'A sug-

3. Cubberley and Elliott, *State and County School Administration*, pages 246-247.

gestion to change the system here would receive no consideration whatever".⁴

UTAH.—In the State of Utah a former State Superintendent, Mr. A. C. Matheson, pointed out a number of desirable features which came about as a result of the county basis of school organization. Of these results three important ones may be named.

"(1) Equitable school privileges to all children within the consolidated area, brought about principally by a uniform rate of school taxation throughout the consolidated district."

"(2) The appointment of professional men by the board of education to act as superintendents of schools."

"(3) Professional work throughout is much more marked in the consolidated counties than in the unconsolidated. The expense for maintaining schools is very much the same but taking into consideration the improved and enlarged service considerable money is saved."⁵

According to the results of a careful investigation the county unit plan has been satisfactory and beneficial in the state of Utah.⁶

TENNESSEE.—In the case of Tennessee the chief benefits of the county unit plan are given as

- "1. A more efficient board of administration.
2. The consolidation of schools.
3. More efficient teachers.
4. Equalizing of school terms.
5. Economical expenditure of school funds.
6. Better school houses.
7. More school funds.
8. Unity of interest."⁷

Miss Jennie Burks, Superintendent of Schools, Claiborne County Tennessee, gave tribute to the efficiency of the county unit by contrasting conditions prior to and subsequent to the adoption of the plan. She said that in 1913 the rural schools were confronted with the problems of short terms, poor pay, bad buildings, and no equipment. Improvement was determined upon. A standard was set so high that, at the time of its adoption, it was thought that no school in the county could half measure up to it. By the end of one year of activity twenty-nine of the 102 schools in the county were ranked superior, fifty-two

4. Bureau of Education Bulletin, 1914, Number 44, page 44.

5. Bureau of Education Bulletin, 1914, Number 44, pages 45-53.

6. Ibid, 1914, Number 44, pages 55-56.

7. Bureau of Education Bulletin, 1914, Number 44, pages 55-56.

were standard, several consolidations had taken place, and many good roads had been built.⁸

NEW MEXICO.—Concerning the situation in New Mexico the following statement has been made:

"We now have the county board of education which has charge of all the schools in the county. This is a wise provision, as it centralizes the administration of the county schools. It has already stopped all financial leaks, and qualified teachers are being employed. It is a great deal more economical than the old system."⁹

The former Assistant Superintendent of schools, Mr. John V. Conway, has stated a number of definite benefits which have come to New Mexico as a result of the county unit plan. Among them are:

(1) Uniformity of the length of the school term. Formerly many of the isolated districts had no school; but under the present law the minimum term is seven months.

(2) The teaching personnel has charged for the better.

(3) Salaries were increased until, in many places, the maximum of \$1200 became the minimum. However, it is possible that other factors entered into this consideration in addition to the county unit law.

(4) The school attendance had advanced from forty-five to ninety-eight per cent in San Miguel County. This gain was typical of the condition over the State.

(5) Exact figures were not available for the number of eighth grade graduates before the county unit went into effect but one or two examples will be sufficient to show the trend. In San Miguel County in 1916 no child advanced beyond the fifth grade while in 1922, in the same county, there were ninety eighth grade graduates outside of Las Vegas and over one hundred were attending the New Mexico Normal University. During the same time in Quay County the number of eighth grade graduates increased from fifty to one hundred and thirty-two.

(6) During the years 1903 to 1916 thirty-seven high schools of standard rank were established; while during the years 1917-1921, twenty-six were added to the list.¹⁰

OHIO.—In the State of Ohio¹¹ the County Unit law was enacted in 1914. The following statements were made after the plan had been tried for a period of five years:

(1) "Probably the greatest gain in school efficiency under the new law has been class room instruction due to competent supervision."

8. Bureau of Education Bulletin, 1916, Number 8, pages 54-56.

9. Bureau of Education Bulletin, 1919, Number 41, page 69.

10. Bureau of Education, Rural Education Leaflet Number 28, May 1924.

11. Riegal, V. M., and Pearson, F. B., A Study of Rural School Conditions in Ohio, 1920.

(2) "Supervision has accomplished much in the betterment of sanitary and hygienic conditions.

(3) "In the educational affairs the past five years have been the best in the history of the county." (Preble).

4. "Wonderful advancement has been made in the past few years in Champaign County not only in the modern methods of teaching, but what is greater, in the unusual interest the public has taken in the youth."

ALABAMA.—The rural schools of Montgomery County, Alabama, present an interesting illustration of consolidation on a county wide basis. According to one authority¹² there were, at the time he wrote seven elementary schools teaching grades one to six inclusive; five junior high school systems offering grades one to nine; and three senior high school systems organized on the six-three-three plan. "These fifteen schools are the prosperous progeny of forty-seven little schools unsupervised and ill-equipped in the year 1916-1917."

"In general, it may be said that the greatest administrative efficiency is found where the unit of administration conforms geographically to the unit for civil administration, the 'town' in New England, or the county where it is the unit of local government."¹³

Summary.—In this chapter the following facts concerning the plans studied have been shown:

1. There is a general agreement upon certain items in the ten plans of operation in actual use. This is shown by the fact that nine of the twenty-one items occurred in all of the ten plans in actual operation and eighteen of these items were found in six or more of the plans.

2. There was a general agreement in the six theoretical plans. This was shown by the fact that twelve of the twenty-one items were found in all of the plans proposed and eighteen items were found in four or more of them.

3. The agreement between the two groups of plans was not quite so marked as within the groups themselves. This fact was shown by the analysis which revealed that only five of the twenty-one items were found to be common to the entire sixteen plans.

4. In general it might be said that, so far as this analysis shows, workers in the field of rural education have fairly well agreed upon a

12. American School Board Journal, Volume 66, February 1923, pages 51-54. "Consolidating the Schools of an Entire County," A. F. Harmon, County Superintendent, Montgomery County, Alabama.

13. Bureau of Education, Bulletin, 1924, Number 36, page 12.

number of items which should be included in a county system and have unanimously agreed upon a few.

5. From this investigation it is safe to assume that a plan for a county organization which included the following items would be in reasonable harmony with modern theory and practice:

a. The county board should be small, specifically selected for schools, and have authority over the entire county with the possible exception of the larger centers which might be termed independent districts.

b. It should be the duties of the board acting upon the advice of the county superintendent:

(1) To select the teachers, supervisors, attendance officers, and other employees whose activities would be county wide.

(2) To determine the attendance areas or districts and consolidations.

(3) To be responsible for providing the transportation of pupils.

(4) To locate buildings, provide grounds, and purchase instructional equipment for the schools of the county.

c. The county should be the unit of supervision, administration, and taxation.

d. Other items might well be left in the hands of the local board which should be responsible to the county board and work in conjunction with it.

6. The County unit as a plan of organization seems to have a firm hold in the United States.

7. This plan has produced a number of desirable results, among which are: (a) centralized administration and supervision, (b) better working conditions for both teachers and pupils, and (c) a tendency to equalize educational opportunities which is a step toward the realization of ideal democracy.

8. On the whole the movement seems to be gaining in favor and practice.

CHAPTER VI.

THE PROPOSED ORGANIZATION FOR MISSOURI

Introduction.—In Chapters III and IV it was shown: (1) that Missouri does not furnish equal educational opportunities, and (2) that the attempts which have been made to improve the schools by legislation either have been local or have not become laws.

The purposes of this chapter are to state a county unit organization which: (1) will be suited to the situation in Missouri, and (2) will provide for such growth as may be in harmony with sound development.

The Type of Education Anticipated.—The aim of this plan is to provide as nearly as possible equal educational opportunities for the children of the county through the elementary and secondary grades. This may be a high ideal and one that can not be accomplished in a brief period of time but nothing short of it will measure up to the principles of ideal democracy which guarantees special rights to none and equal privileges to all. Where there are not enough children in a section to justify a school unit arrangements should be made to provide transportation and tuition to the nearest school center, convenience and economy considered.

Characteristics of the Proposed Plan.—ITS DESIRABILITY.—So far as the facts are concerned there seems to be no valid reason why the county should not be the unit of school organization in Missouri as well as elsewhere. As was shown in Chapter V the plan has been successful and beneficial in those places where it has been thoroughly tried. If ten states having strongly organized county unit plans have been successful in the inauguration and administration of them and in nine others conditions have been improved with partial plans the conclusion is that the county is a workable unit for school administration, supervision, and taxation.

The local district is too small for any real development in educational matters and has proved to be a mill-stone rather than a stepping-stone. It is impossible, under the present system in Missouri, for any county superintendent, no matter how conscientious and hard-working he may be, to travel over a county having all kinds of roads and weather and to supervise adequately seventy to seventy-five separate and distinct school units. Specialists in education are generally

agreed that the small district system must go and larger units take their place.

It should not be necessary to spend a great deal of time presenting arguments in favor of a county unit plan of organization. However, it may be well, briefly, to point out a few things in passing.

1. The mere enlargement of the unit will not guarantee better schools unless reasonable care and precaution are used in the supervision and administration of the organization.

2. Enlarged units mean fewer schools in the county so the administrative and supervisory officials would have longer to stay in a school and be able to carry out a more detailed policy. If the average of seventy-three units as now exist in Missouri counties could be reduced to fifteen or twenty, much less time would be consumed in travel and more could be given to actual constructive work.

3. Larger units would mean that more children would be given the same type of opportunity which would tend toward equalization. Of course this would not mean that all units would be equal, but the larger the units the more nearly the opportunities will be equalized. This is shown by the differences in the situation in Boone County as revealed in Chapter III.

4. The same number of children in larger units could be taught with fewer teachers than in smaller districts. The reason is that a teacher can handle more pupils than the average rural teacher has. Also the type of instruction would be improved because the teacher would not have to teach the entire eight grades but would be likely to have only one or two. This would mean better instruction with the same expense or probably less.

5. Better teachers may be had in the larger school than in the one-room rural school. The reason is the teachers, as a rule, prefer to work in groups; and the working conditions are better in larger units.

6. With the larger unit a more varied curriculum could be offered, which would mean a better type of education for the children.

THE PLAN.—In this part of the discussion no attempt will be made to state the plan in the form of a legislative bill but to outline the main points with such detailed discussion as seem necessary.

1. The county should be the unit of administration, supervision, and taxation for the rural schools. It has become the unit for administration and business; the logical conclusion is that it should be the same for the schools. Each county has its own court, collector of

revenue, treasurer, etc. Certain taxes are levied upon the county as a unit and paid into its treasury; the laws are enforced at stated intervals at the county seat by sessions of court; and the roads are public property to be kept up at public expense. The poor are cared for by the county as a unit at its county farm. In fact all public business is handled by the county as a unit with the exception of the biggest public business of all, the business of the public schools.

2. There should be a small county board composed of representative individuals selected by the people from various sections of the county who should receive remuneration for their services. It should be the duty of this board (1) to select the county superintendent of schools regardless of sex or residence, but upon the basis of qualifications; (2) to select, upon the nomination of the superintendent, the teachers, supervisors, attendance officers, and all other employees whose duties are county wide; (3) to determine with the county superintendent, and such others as may be necessary, the attendance areas or districts according to definite criteria; (4) to have the authority to make legal such consolidations as may be agreed upon; (5) to be the purchasing agent for the supplies and equipment needed for the schools; (6) to pass upon the budget recommended by the county superintendent of schools and carefully check upon the expenditures; (7) to be the final authority in the purchase of grounds, provision of suitable buildings, etc., upon the advice of the county superintendent; (8) to arrange for such pupil transportation as may be necessary; and (9) to have the power to dismiss the superintendent or other officials upon the evidence of maladministration, inefficiency, or gross immorality.

3. The county superintendent's duties should be: (1) to advise and confer with the county board with regard to matters of policy and administration; (2) to place the teachers in the county as he may think best; (3) to be the general executive of the board; (4) to supervise, either in person or by deputies, all the schools in the county with the exception of such districts as may be made independent by law; (5) to conduct such educational meetings in the county as may be required by law or the needs of the situation; (6) to make to the board and to the state superintendent such reports of the educational status of the county as may be required by law on or before a fixed date; and (7) to perform such other supervisory, and administrative duties as may be assigned to him by the board. No duties may be imposed upon the county superintendent without the knowledge and

consent of the board except by the state superintendent or law.

4. Each county superintendent shall have as many assistants as may be necessary for the careful supervision of the work in the county. The number should depend upon the particular needs of the county.

5. There shall be a local board composed of three members who shall be appointed by the county board. The members of this local board shall be residents of the district and parents of children in school. It shall be the duties of this board: (1) to confer with the county superintendent; (2) to aid in the preparation of the annual budget for the district; (3) to care for the school property of the district; (4) to report the needs to the county superintendent; (5) to select such district officials as may be necessary; and (6) to perform such other district matters as may be assigned to it by the county board.

6. In each school having two or more teachers the county superintendent shall designate some one as principal. The principal's teaching load shall be adjusted so that a reasonable portion of the time may be spent in supervision. The principal shall: (1) confer with the county superintendent with regard to policies, problems, or needs; and (2) give such aid and advice to the teachers as may be necessary. The principal must be responsible to the county superintendent for the administration of the policies in the local school.

7. The plan of consolidation of the local units within the county should be progressive. It should be a matter of directed normal growth rather than a complete radical change.

Summary.—1. The plan herein outlined is in harmony with the main points of the sixteen plans of organization.

2. This plan is intended to make possible equal educational opportunities.

3. No claim is made that the plan is perfect but it may be considered an attempt to improve the rural schools.

CHAPTER VII.

CRITERIA FOR DETERMINING SCHOOL AREAS

Introduction.—Experience has shown that no very well-defined criteria for the formation of larger school units have been accepted in Missouri. Too often the formation of a consolidated district area has been a matter of unguided activity. Agitation for the enlarged area was started and enough support gained to complete the project without any consideration of fundamental laws or the possibilities of success. Hence, it is well to set up some definite criteria that should be considered before an attempt is made to form a new school area. It should be understood that, in the application of these criteria to a local situation, the workers, who are conversant with the facts, should have the authority to make such modifications as may seem necessary. No claim is made that the criteria alone will produce satisfactory results unless judgment is used in applying them. For different situations it is possible that the relative values of the criteria might change.

The chief purposes of this chapter are: (1) to develop certain criteria for determining school areas, and (2) to apply these criteria to Boone County.

ROADS.—The first criterion to be considered is the roads. This factor is very important in the development of any kind of enterprise or organization where transportation is involved. Especially is this true with schools regardless of whether or not free transportation is provided.

There are several items to be considered concerning the roads. The first of these is the type of surface, e.g. earth or "all weather". If the road is earth the important things to be considered are: (1) the kind of soil, — e.g. rocky, sandy, gumbo, loam, clay, etc.; and (2) the type of road that is maintained, — e.g. ungraded, graded, or oiled. The "all weather" road which has a surface of gravel or pavement will permit larger areas and longer distances than the earth road no matter how well it may be maintained. The second item of importance is the question of ownership. The roads may be divided roughly into private, county and state roads. A private road cannot be depended upon for permanence or for reliability of transportation. The county road, as a rule, is more dependable, but, too often, is not satisfactory

for winter and spring transportation, especially where the surface is earth. There is little question as to the permanency of the state roads as to location or upkeep. Evidently it would be poor judgment to locate a school area without giving due consideration to the ownership of the road. The third item is the adequacy of the roads as to number, location, or convergence to a center or centers. Certainly very little argument is needed to substantiate this point. To establish a building or an area without adequate roads would be folly. The nearer the common meeting point of the roads is to the center of the area the more ideal the situation becomes. For one to have to travel several times as far to get from one point to another as the shortest distance between the two points is out of harmony with the tendency of the age. Everywhere we find that efforts are being made to run roads as nearly straight as possible in order to save distance and time for the traveler.

The fact that roads play an important part in the possibility of schools has been shown repeatedly. "Such reports as the following are not unusual:

Union High School No. 2, at Lorane, is now occupying a beautiful \$14,000 building, dedicated last spring, and supplies high-school privileges to a hitherto isolated section which has good roads.

Wasco County being a county of long distances and, under ordinary circumstances, poor winter roads, is welcoming the advent of surfaced highways. Transportation and consolidation in this county two years ago were quite impractical. This year there are three rural school districts transporting pupils to larger centers on surfaced roads."¹

It is quite possible that the growth of school areas and the improvement of roads will go together. However, the former must not precede the latter too rapidly or a disastrous reaction is likely to set in. On the other hand road improvement will make possible school improvement. Thus it behooves those who are interested in rural education to push the good road movement as much as possible.

TOPOGRAPHY.—The second criterion to be considered is the topographical features of the area under consideration. These may be divided into two groups, natural and artificial. The former includes both water and land features while the latter includes railroads and other man made features. School areas should not cross streams of

1. Bureau of Education Bulletin, 1925, Number 22, page 3.

any size unless they are well bridged and not likely to cause trouble by overflow. Any other body of water that may divide an area or endanger the lives of the children must be given careful attention or the new area will not be satisfactory. The land features are also important. The size or shape of an area in a mountainous section will usually be different from that of one on a prairie. A ravine which presents difficulty of passage should be given careful consideration. The artificial features also come in for recognition. This is especially true of the railroads. While this item is not so important as some of the others, it presents an element of danger which should be taken into consideration.

ABILITY TO SUPPORT SCHOOLS.—The third criterion to be considered is with regard to the ability of the new area to support schools. The mere formation of the area would be worse than useless unless it was able to support the school. There are three factors which must be considered here. One is the finances, another is the density of the population, and the third is the number of children for which an area could afford to establish a school.

To determine the sources of revenue for an area is beyond the scope of this investigation but some estimate may be made as to the cost of maintaining schools in the consolidated areas in Missouri. A reference to Table XIX will reveal the facts for these areas maintaining first, second and third class high schools for the year ending June 30, 1924. In this study were included seventy-eight units with first class, twenty with second class, and seventeen with third class high schools. The reason for this limited number was the incompleteness of the data in the Report of the Public Schools of the State for that year. The figures in each case are averages. From Table XIX the reader will be able to get an idea of the important statistics in an average Missouri consolidated district maintaining a first, second, or third class high school. Certain of these items will be used in another part of this discussion and the others are valuable for reference and as a guide in what may be expected of a district which expects to have an average high school of any class. For example, if a district had an evaluation of \$800,000 and two hundred and fifty children it would be necessary to run a levy considerably above the average or receive more than the usual amount of outside aid to give the children educational advantages equal to those afforded in the average first class consolidated high school.

TABLE XIX.

Consolidated school data in Missouri (a) 1923-1924.

Item	Class of School		
	First	Second	Third
1. Enumeration	220	159	180
2. Enrollment			
Elementary	149	118	133
Secondary	63	32	30
3. Evaluation	1,204,123	794,420	685,186
4. Money back of each enumerated child	5,473	4,997	3,806
5. Area in square miles	25	26	30
6. Levy in cents per hundred..	94	74	74
7. Cost of building	19,473	9,160	9,547
8. Salaries			
Elementary	739	710	610
Secondary	1,362	1,226	1,138

(a) Data taken from Seventy-Fifth Report of the Public Schools, for the year ending June 30, 1924.

Table reads: The average enumeration in consolidated districts maintaining first class high schools was 220; second class 157; and third class 180; etc.

Another point to be considered in this connection is the density of population. School areas do not have to be so large in densely populated areas as in the more sparsely settled ones. Also it is a well known fact that some parts of the State are much more densely settled than others. In some sections one will go for several miles without passing a house while in others, the dwellings are only short distances apart.

The minimum number of children for which a district can afford to establish a high school is an item which must not be overlooked. Certainly there is a limit below which it would be better to transport the children to another district than to try to maintain a school for them. In order to attack this problem it is necessary to compute the probable minimum cost of the operation of a high school of each class and divide that amount by average cost per pupil in average daily attendance in the same type of district. The quotient is the number of pupils necessary in each case. Table XX, which was taken from the data in the bulletin "School Finances"² by Fred W. Urban, shows the

2. Central Missouri State Teachers College, Volume XXVI, Number 3, page 27.

median cost per pupil in average daily attendance in each class of high school with respect to the teachers salary and the total costs, and also the ratio of the total costs to the teachers salary.

In Table XXI may be seen the results of the computations. Perhaps a detailed explanation of this table is in order. Reference will be made to the items by numbers as they appear in the table. The first item was obtained from the minimum state requirements for each class of high school; the second was taken from Table XIX; the third is a product of the first and second; the fourth was completed by multiplying the third by the ratio of the salary to the total costs as shown in Table XX; the fifth item was taken from Mr. Urban's study, page 27; and the sixth is the quotient obtained by dividing the fourth by the fifth. From this study one may see the number of children necessary to keep the total costs of operation at an average figure. It is true that many good schools are running with fewer children than these

TABLE XX.

Median school costs per pupil in average daily attendance in each class of high school. (a)

Item	Class of School		
	First	Second	Third
1. Teacher's Salary	\$ 68.24	\$ 80.00	\$ 95.00
2. Total Costs	83.33	95.00	117.50
Ratio of Items 1 to 2	1:1.236	1:1.1875	1:1.237

(a) Data taken from **School Finances**, by F. W. Urban.

Table reads: The median cost per pupil in average daily attendance in first class high schools for teachers salaries was \$68.24; etc.

TAXLE XXI.

Computed facts relative to the cost and number of pupils required in new school areas.

Item	Class of School		
	First	Second	Third
1. Number of teachers	3	2	1
2. Average salary	\$1362	\$1226	\$1138
3. Total salaries	4086	2452	1138
4. Total costs	5090	2912	1408
5. Avg. cost per pupil	83	95	118
6. Pupils required	61	31	12

Table reads: The number of teachers required for first class high schools are three, for second class two, and for third class one; etc.

figures, but doing so means higher per pupil costs. No account is taken of the cost of a building because that is usually spread over a term of years and is considered a fairly permanent investment. These figures are based on the average costs of operating a school for one year.

It is entirely probable that many local areas can not support the type of school that they should have from the local taxation and the proceeds of the permanent funds. In such cases subsidies in the form of State aid should be granted. Missouri now has such a plan but the indications are that the available amounts will have to be augmented in some way to provide equal educational opportunities.

NATURAL COMMUNITY BOUNDARIES.—The fourth criterion to be considered is the natural community area. People group themselves around some center or centers. The smallest of these centers, aside from the family, may be called the neighborhood, which "is a collection of homes having one or two important common interests such as a district school, or a mill, or an open-country church".³ When one goes beyond the neighborhoods, he finds a grouping around other centers. It has been found that, for certain purposes, people do not hesitate to cross the neighborhood lines. This larger group is called the community. It "is made up of all the homes which try to meet, in connection with each other at a common center, the fundamental needs, such as food, clothing, implements, money, high school education, religious instruction, amusement, fraternal organization."⁴

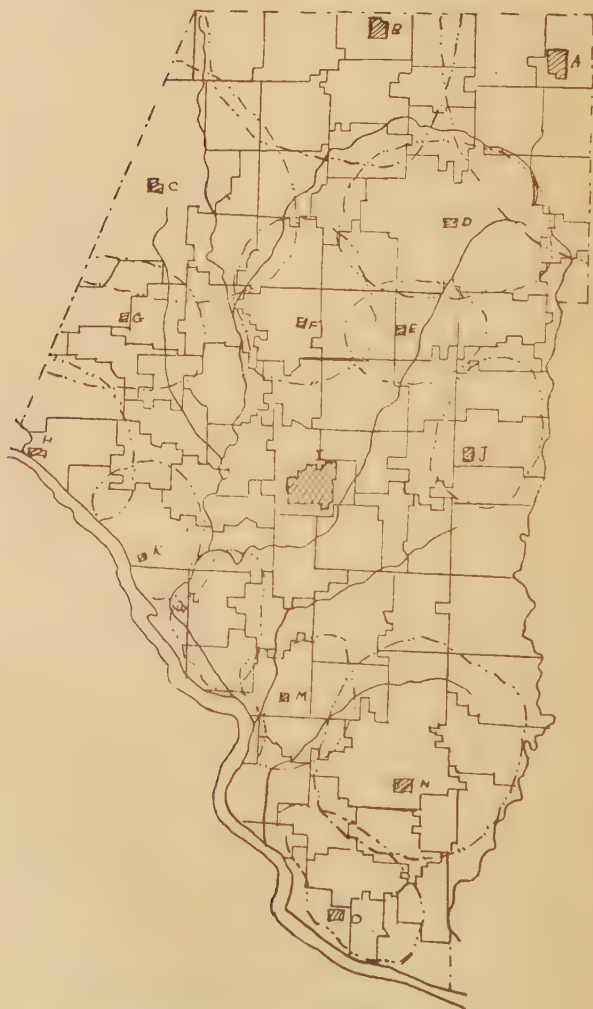
It is in this larger group that we are interested as a criterion for the establishment of school areas. The school is the one social institution which is the property of all the residents of the community. Thus one may logically conclude that the school should be a community enterprise. For the group to have everything in common except the most distinctively community organization of all, the school, is an absurd situation. However, that is the very thing that is being done. A reference to Map VI will show the reader that this is true in Boone County. Without exception the community includes more than one school district.

It may be well to trace briefly the method of determining the

3. Galpin, C. J., "A Method of Making a Social Survey of a Rural Community," University of Wisconsin, Circular of Information 29, page 1.

4. Galpin, C. J., "A Method of Making a Social Survey of a Rural Community," University of Wisconsin Circular of Information 29, page 1.

BOONE COUNTY MISSOURI—MAP VI.



Fused Communities and School Districts

boundaries of a community. This is simply a brief review of the method used by specialists in rural sociology. By means of a survey, which should include each family in the territory, in question, an effort is made to find where these people trade, do their banking, have their blacksmith work done, attend lodge, church, or such other organizations as they may be affiliated with, and include such other local interests as may exist. When the information has been gathered a separate map should be made to show the territory served by each interest, such as a bank, lodge, or a trading center. After all of these maps have been made a composite map may be constructed which will show all the community boundaries revealed by the survey. From this map it is possible to locate the approximate boundaries of the "fused" community.

THE OPINION OF THE PEOPLE.—The fifth criterion to be considered is the opinion or will of the people. In a democracy this factor must be considered. A ready-made program may be forced upon a group of people in a monarchy, but we are rapidly getting away from such a type of government. People may be led some distance but usually can not be driven very far. In many cases this criterion has been covered by the fourth one; but not always so. Some districts are crossed by several community boundaries as may be seen by referring to Map VI. In these cases it seems the people should be permitted to express themselves on the division of the district or to which area they unite themselves. In fact the whole proposition of the formation of a new area might well be left to the will of the voters after a sufficient amount of publicity to make possible an intelligent action on their part.

SEVERITY OF CLIMATE.—The sixth criterion is the severity of the climate. While this point does not need any lengthy discussion it is rather important. For example, children may travel farther in comfort in the same type of conveyance in the south than is possible in the north. In the State of Missouri there is enough difference in the severity of the climate in the northern and southern parts to be taken into consideration. The points to be considered here are average temperature, length of winter, frequency of blizzards, amount and duration of snows, etc.

PREVAILING PRACTICE.—The seventh criterion is the prevailing size of the area served by a central school as shown by the data for consolidated areas in Table XIX and those for non-resident students in

Table XI. The assumption here is that children can do what they are doing. This criterion is valuable as a guiding factor although recognition should be taken of the variations, especially with regard to the size of the district. Probably the average is the safest measure one can use for this criterion. In Chapter III, Table XI, it was shown that the average distance traveled by non-residents who stayed at home was 4.14 miles for the thirteen counties and 4.75 for Boone County. Considering the former as a radius of a circle the area would be 53.84 square miles. As pupils are regularly traveling this distance it would not be unreasonable to expect an area supporting a high school to have 4.14 miles as the average distance pupils would have to travel. Of course this would mean that the area could very easily have more than 53.84 square miles and still not be too large. That would make the areas more than twice as large as the present average consolidated district. To do this would increase materially some of the items in Table XIX, especially numbers one, two, three, five and eight.

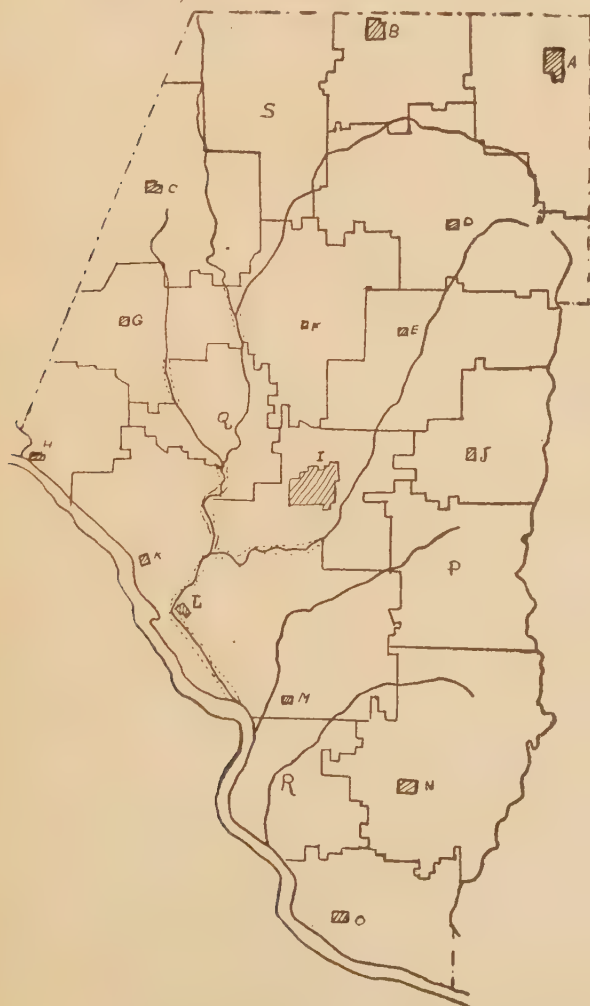
TYPES OF TRANSPORTATION. The eighth criterion is the question of free transportation. Where it is maintained by heated or closed busses or wagons the children can travel farther and be better protected than would be possible otherwise. This would be vitally important in the determination of the size of the districts.

No attempt has been made to evaluate these criteria. In fact the value of each may depend upon local conditions. For example "roads" may be the deciding factor in one case while, in another, it may be "topographical features". However, it is believed that these eight criteria are a sufficient check upon each other and that with a careful application of them by workers who are thoroughly conversant with the local facts, it would be possible to establish school areas which would be efficient.

Application of the Criteria to Boone County.—The statement of a set of criteria may be very much worth while but the application of them is of decidedly more value. Hence an attempt was made to apply the eight criteria to the situation in Boone County. The result is shown in Map VII.

It will be observed that an attempt was made to use the existing high schools as much as possible, thereby causing the creation of fewer new areas. By doing this the necessity of the erection of new buildings in these centers would be avoided. Map VII shows eighteen areas in

BOONE COUNTY MISSOURI—MAP VII.



Proposed School Areas.

the county, ten of which are entirely new. Table XXII shows the status of the ten proposed new areas and Table XXIII shows what would be added to the eight districts now having high schools. Table XXIV shows the composition of the eighteen new areas from the seventy-six old ones. It will be observed that an attempt was made to leave the original districts intact whenever possible. It was felt that

TABLE XXII.

Data for the ten proposed districts, Boone County.

District Letter	Money back of each enumerated Child	Enumeration	Enrollment (Elem.)	Average Daily Attendance	Graduates—1926	Graduates—1927
E	\$ 5058	231	174	131	21	25
F	6625	205	218	135	18	20
G	6757	124	113	94	13	22
H	9513	105	81	71	13	20
L & M	4408	283	219	162	21	39
O	5764	197	198	157	16	23
P	10876	148	125	97	18	19
Q	6148	142	100	78	10	22
R	2333	212	188	165	9	19
S	3410	254	222	160	23	30

Table reads: District E has an average of \$5058 back of each enumerated child, 231 enumerated, 174 enrolled, an average daily attendance of 131, and was supposed to have twenty-one graduated from the eighth grade in 1926 and twenty-five in 1927; etc.

this would be more conducive to harmony and good will among the citizens than to divide the districts into two or more parts. The only cases in which it was suggested to divide districts were numbers thirty-five, thirty-seven, sixty-four, sixty-five, seventy-five and seventy-six. In every case, except thirty-seven, the reason for the division was a stream as well as the community boundaries. In the case of the exception the district was located exactly between two logical school centers. No claim is made that the line is in the exact place it should be, but it seems that the district should be about equally divided between the two areas mentioned. The line in question approximately follows a road

TABLE XXIII.

Data for proposed additions to the eight existing high school districts.

District Letter	Money back of each enumerated Child	Enumeration	Enrollment (Elem.)	Average Daily Attendance	Graduates— 1926	Graduates— 1927
A	\$10377	104	75	64	10	19
B	8083	109	89	78	16	34
C	2779	122	103	65	13	14
D	4059	154	126	104	11	30
H	9129	73	50	40	9	10
I	12911	96	77	60	8	13
K	6130	88	73	55	9	14
N	4381	134	117	102	4	31

Table reads:....District A has an average of \$10377 back of each enumerated child, 104 enumerated, 75 enrolled, an average daily attendance of 64, and was supposed to have ten graduated from the eighth grade in 1926 and nineteen in 1927; etc.

which runs through the district and also the community boundaries of the two centers.

ROADS.—The first criterion, the roads, was given careful consideration in the location of the proposed districts in Boone County. For an area to be a "fused" community with a common center it is necessary for the roads to converge to that point. Hence, the centers of these areas should be reasonably accessible for schools. Also the highways were given careful consideration. Districts H, Q, I, and J are located on Highway Number Forty; S, F, I, N, and O are on or near Number Sixty-three; A is on Number Twenty-two; I, E, D, and A are on what promises to become an important artery of travel from Columbia to the northeast; B, C, G, and K already have sufficient roads to be community centers; P is traversed by a hard-surfaced road which has long been a highway; LM, S, and R are criss-crossed with roads over which rural mail routes go, which indicates that they are passable practically all of the time.

TABLE XXIV.
Composition of the Proposed Districts

Proposed District	Members of Original Districts	
	Entire Districts	Part Districts
A	1, 12, 13, 14,	
B	2, 9, 10,	
C	19, 23,	
D	11, 17, 25, 28, 29,	
E	38, 39, 40, 41, 43, 44,	37,
F	24, 32, 36, 45,	35, 37,
G	33, 34, 47, 48,	35,
H	49, 51,	
I	56, 61, 66,	64, 65,
J	42, 57, 58, 59,	
K	52, 62,	75, 76,
L & M	72, 73, 74, 77, 78,	64, 65, 75, 76,
N	80, 81, 88, 89, 90,	
O	93, 94, 95, 96, 97,	
P	67, 68, 69, 70, 71,	
Q	46, 50, 53, 54,	
R	84, 85, 86, 91, 92,	
S	3, 4, 5, 7, 8, 18, 19,	

Table reads: Proposed district A was composed of local rural districts 1, 12, 13, and 14; etc.

TOPOGRAPHICAL FEATURES.—The second criterion, topographical features, presented some typical problems. The county has prairies, river low-lands, hills, ravines difficult to cross, and some streams which are too large to be forded. All of these items were given careful consideration. Attention is called to the natural boundary lines between K and LM. Elsewhere the creeks are small enough to cause little or no serious inconvenience. Map VI shows that many of the present school districts cross the creeks which is evidence that they are not serious barriers.

ABILITY TO SUPPORT SCHOOLS.—With regard to the ability of the new districts to support schools a reference to Tables XXII and XXIII will show the facts. Little concern need be given to the eight districts already established. By the time the load is distributed over the enlarged area no great financial strain will likely result. Concerning the ten new areas shown in Table XXII it will be seen that, with the exception of LM, R and S, the money back of each enumerated child is above the average for the consolidated districts in the State

as shown in Table XIX. An examination of the consolidated school data, as reported in the Seventy-Sixth Report of the Public Schools, revealed the fact that fifteen are maintaining high schools with less than \$2000 back of each enumerated child. Six of the fifteen are first class schools, one a second class, and eight third class. The minimum amount back of each enumerated child in a first class district was \$1401, in the second class \$1462, in the third class \$920. This shows that, in the light of present practices, the ten new areas could support a first class high school whenever necessary. Also it will be observed that the ratio of the amount of money back of each enumerated child would be one, for the poorest (R), to five, for the richest (P). This presents a much better situation with respect to equal educational opportunities than now exists. As was shown in Chapter III, the ratio now in the county is approximately one to fifteen. With the county as a unit of taxation, and the more equitable distribution of State aid, it would be possible to equalize the amount of money that could be spent upon each enrolled child so that the poorer districts may have as good schools as the richer ones. A comparison of the facts in Table XXII with those in Table XXI shows that there are enough children of high school rank in each of the proposed districts to make them feasible projects. The new district probably should start with one year of high school work and add a year as needed until a full four year high school is maintained. According to Table XXI there should be approximately twelve pupils for a third class school. Table XXII shows that all but two of the proposed districts were expected to have that many in the class of 1926 and a larger group in 1927.

NATURAL COMMUNITY BOUNDARIES. A study of Maps VI and VII will show that the "fused" community boundaries have been closely followed. In some cases it was rather difficult to decide upon this basis alone but the other criteria aided in the decision. This point shows that things other than community boundaries have to be considered but do not invalidate this criterion. In the case of communities L and M the areas were too small to stand alone so it was thought better to combine them for school purposes. This action would tend to mold the two small communities into one because the school has been found to be one of the best means of doing this very thing.⁵

5. Morgan and Howells, *Rural Population Groups*, page 67.

That there were tendencies toward grouping in the cases of P and Q was revealed in the study of Morgan and Howells.⁶

OPINION OF THE PEOPLE.—The fifth criterion, which deals with the opinion of the people, could not be directly applied in this case. To do this it would be necessary to submit to the people, who live in the area, the proposition for their expression by vote. Especially might this be done in the formation of a new area or the division of an existing local district. Indirectly this criterion was considered because the formation of the "fused" community may be taken as an indication of the desires of the people to group around some center.

SEVERITY OF CLIMATE.—Concerning the severity of the climate it may be pointed out that states farther north and having much severer winters than Missouri have large consolidated districts. For example, Nebraska has some consolidations with as many as seventy-six square miles. If that sized district can be maintained in Nebraska, it seems that Missouri ought to be able to do as much or more, so far as the limitations of climate are concerned.

PREVAILING PRACTICES.—With respect to the size of the proposed districts it might be objected that some of them are too large. It is true that, in some cases, the distance would be considerable for the small children but this condition could be offset by the formation of what may be called the union districts. In this type of district there are wing schools for the first six grades and a central school for grades seven to twelve inclusive. This plan is being used elsewhere and there is nothing in this investigation of rural Missouri to indicate that it could not be used here. Later, as roads become more improved, the wing schools could be abandoned and all of the children attend the central school. This plan is in harmony with the practice in other states.

Several local factors entered into the determination of the size of the local district. For example, in the case of D, two small districts, numbers twenty-eight and twenty-nine, on the east side had to be included, left out, or put into a district in another county. Map VI shows that district twenty-eight is a part of the Centralia (A) consolidated community but it is much nearer Hallsville (D) than Centralia. Hence it was thought better to place it in D. The reason the two districts in question were not put into a group to themselves was that

6. Ibid, Map IX, page 57.

they were not large enough to support a school. What has been said concerning D is largely true with regard to N. The chief difference is that, in the case of the latter, districts eighty and eighty-one are almost wholly included in the "fused" community boundary.

TYPE OF TRANSPORTATION.—Transportation is recommended for all the new areas but especially D, F, LM, N, and S. This special recommendation is made because these five areas seem to be larger than the others. According to the proposed plan the only children who would have to be transported are those in grades seven to twelve inclusive who go to the central school. Those who attend the wing schools will find no more difficulty under the new plan than under the present one.

So far as the data are available the proposed areas seem to be logical and practical. However, there is no guarantee on the part of the author that the proposals would be accepted immediately by the people of Boone County. On the other hand it is an ideal toward which to work. It is possible that minor changes would be found desirable in some cases at least. The growth from what we are now to what we should be must be gradual enough to be permanent. This statement is not to be taken as meaning that the growth must be slow but it must be a development so the people will become adjusted to the change. For that reason the union district with the final abolition of the small wing schools was proposed. This is the way it has worked elsewhere and it is reasonable to assume that the outcome in Missouri would be similar.

Summary.—In this chapter the following points have been developed:

1. There should be definite criteria for the location of school areas. The chief ones which affect the size of an area and should be considered when new ones are being formed are:

- a. The roads with especial reference to passableness and permanency.
- b. The topography of the area.
- c. The ability of the proposed area to support the necessary type of school.
- d. The natural "fused" community boundaries.
- e. The opinion of the citizens of the area.
- f. The severity of the climate.

- g. The prevailing practice as indicated by the size of the consolidated school districts in Missouri and the distance traveled by non-resident students who attend Missouri high schools.
- h. The furnishing of free transportation.
- 2. An example of the application of these criteria may be seen in the Boone County study.

CHAPTER VIII.

SUMMARY.

The purpose of this chapter was to draw together the main points developed in the preceding chapters.

1. This study has been an attempt to attack the rural school problem in Missouri from a new angle. Certainly the situation was such that an attack was justified. The plan here was: (1) to gather the facts to show the situation in the state, (2) to develop criteria for the location of school centers, (3) to show that the criteria could be used, and (4) to develop a plan of organization that would be practical.

2. A study of the development of schools in Missouri showed (1) that the problem of education was given consideration before statehood began, and (2) that various attempts have been made to improve the schools in the States.

3. A study of the county unit in operation revealed that: (1) the plan is a workable one; (2) it has produced many desirable results where it has been seriously tried; and (3) the movement on the whole is gaining rather than losing. Everything goes to show that the county is the logical and practical working unit for the average state. While Delaware and Nevada have types of state unit they have rather unusual situations with which to deal. The former is small and the latter sparsely populated.

4. The sixteen plans of operation which were studied revealed the fact that certain things were agreed upon as desirable for a plan of rural school organization. Among these were: (1) the county as a unit of administration, supervision, and taxation; (2) a small county board in control; and (3) the county superintendent elected by the board as its chief executive.

5. The children in Missouri do not have equal educational opportunities either within the State as a whole or within the counties of the State. Hundreds of children do not have any opportunity for education beyond the grades and many do not have good elementary school advantages. It is probable that Missouri is no worse than many other states which have the same type of organization. The fault lies with the type of organization and not with the States.

6. The outstanding recent attempts to improve the rural schools in Missouri are: (1) the consolidation law of 1913, (2) the County Unit Bill, and (3) the Community Bill. The first is local in its application and the other two failed to become laws.

7. The data, which are believed to be representative of the State, show that a feasible plan of organization in Missouri would be one including: (1) independent districts centered around the larger community centers, and (2) union school districts with wing schools for the first six grades and a central school for grades seven to twelve. All of the schools except the independent districts should be under the county board and the superintendent elected by the board. The county should be the unit of administration, supervision, and taxation. This plan would provide for a six-six plan of organization with the possibility of dividing the last six years into two years of departmentalized work and four years of senior high school, or into the junior and senior high schools with three years each. When a county became organized on the proposed basis each child would have the opportunity to get a high school education and to remain at home during the adolescent years.

The union school districts should be formed according to certain definite criteria, the chief of which are: (1) the roads, (2) the topographical features of the area, (3) the ability of the area to support schools, (4) the natural "fused" community boundaries, (5) the opinion of the people, (6) the severity of the climate, (7) the actual practice as shown by the consolidated districts and the area served by the existing high schools for non residents, and (8) free transportation. The application of these principles to Boone County showed that they tended to equalize (1) educational opportunities, and (2) the financial support of the schools.

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The author of this dissertation was born near Santa Fe, Monroe County, Missouri, May 13, 1890. When four years of age his parents moved to the vicinity of Florida, in the same County, where the family resided for several years.

His elementary education was received partly under his mother's instruction and partly in a small town rural school. The secondary and college training were received at Central College, Fayette, Missouri, from which institution he received the A.B. and the A.M. degrees. Graduate work was continued at the University of Missouri where the requirements were met for the A.M. and Ph.D. degrees.

The author has had professional experience in grade schools, high schools, and colleges. He has been senior high school principal and superintendent of schools. As a recognition of his professional standing the Phi Delta Kappa Educational Fraternity elected him to its membership in 1923.

